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Drawing on field observations and a review of data, this report presents the findings of a study of the ethnic and racial composition and intergroup relations in the Santa Barbara Unified District schools. These findings are information on (1) unequal educational opportunities, (2) the district's policy in intergroup relations, (3) staff attitudes, (4) students' participation in cocurricular activities, and (5) school-community relationship. Also, the report lists recommendations for immediate and long-range changes for improving the education of minority-group children, including specific plans for school reorganization and redistricting. (See also UD 006726, 006730, 006731.) (EF)

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IMPROVING ETHNIC BALANCE
AND INTERGROUP RELATIONS

An advisory report to the Board of Education,

Santa Barbara City Schools

ERRATA

Page 18, line 5, should read: "...there are some majority group values with which..."

Page 47, line 4, should read: "...adequate to publicize the program..."

California State Department of Education
Office of Compensatory Education
Bureau of Intergroup Relations

May 1968

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721 Capitol Mall
Sacramento

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IMPROVING ETHNIC BALANCE AND INTERGROUP RELATIONS

An advisory report to the Board of Education, Santa Barbara City Schools

I. INTRODUCTION

In February 1968, at the invitation of District Superintendent Norman B. Scharer, the Bureau of Intergroup Relations undertook to conduct a team study of the Santa Barbara elementary and high school districts, specifically in connection with the elimination of racial and ethnic imbalance in the Santa Barbara city schools and the improvement of intergroup relations in the schools and community.

Members of the Bureau's consultant staff visited Santa Barbara on numerous occasions during February, March and April 1968. Contacts were made with district administrators, principals, teachers, and community people. Consultants who participated in the team study, under the direction of Ted Neff, Chief, Bureau of Intergroup Relations, were Julio Escobedo, Frederic R. Gunsky, Eugene Mornell and John Summerfield.

The team received valuable assistance through the assembling of information and the frank expression of opinion by Dr. Scharer and many members of his staff. Special thanks are due to Dixon L. MacQuiddy, Director of Special Projects, who supervised the preparation of much of the data and generally provided a great deal of assistance to the team.

The problems and opportunities with which the report is concerned have been discussed in Santa Barbara for a long period of time. The Board of Education, Santa Barbara Education Association, Santa Barbara chapter of the American

Federation of Teachers, Santa Barbara branch of the National Association for the Advancement of Colored People, the Compensatory Education Advisory Committee, and various community groups have considered solutions to racial and ethnic imbalance in the schools, as well as intergroup tension and various aspects of the education of minority youngsters.

The Superintendent's Advisory Committee on Future Educational Needs devoted long and valuable hours to intensive study of these matters. The Superintendent himself and members of his staff applied a great deal of knowledge and energy to a consideration of the issues involved, resulting in the Master Plan of July 20, 1967. Mr. and Mrs. James P. Belden developed plans of their own, while Mr. Floyd Keinath steadfastly has promoted the concept of an innovative educational center at Franklin School, to cite but a few examples of individual interest. The PTAs at several schools have come forward with statements, as have the elementary principals.

In addition to seeking the views of many of these groups and individuals who publicly had expressed their concerns, the study team also sought the opinions of other administrators, teachers, students, parents, and citizens with diverse affiliations and responsibilities.

This advisory report, it should be noted, centers primarily upon intergroup relations problems and on programs for their resolution, including alternative plans for achieving a more equitable ethnic distribution in schools of the district. The report does not describe or assess all the positive efforts and exemplary projects in which the district presently is engaged. It is especially important to stress this point in a district such as Santa Barbara, where innovation, experimentation, and excellence are the rule rather than the exception and where description or evaluation of outstanding programs might take up a report many times the size of this one. It is hoped simply that the questions raised, problems noted, and suggestions offered will help lead to improved educational efforts. This report, therefore, should be taken as a helpful preliminary effort to provide assistance rather than as a critical evaluation.

It is true, of course, that education cannot be expected to solve all social problems. A school is primarily an institution where children learn. Nevertheless, each school district must accept its share of responsibility and leadership in working to overcome the problems of its community, alleviating those which originate or are intensified in the schools, and confronting directly those which impair a child's ability to take advantage of educational opportunities. That is the basis of the Bureau of Intergroup Relations' approach in this report and presumably of the school administration in inviting the Bureau to conduct the study.

Remaining sections of this report are as follows:

II. Distribution of pupils in Santa Barbara public schools
III. Equal opportunity and intergroup relations
IV. Improving racial and ethnic balance
V. Recommendations to the Board of Education
VI. Appendix

II. DISTRIBUTION OF PUPILS IN SANTA BARBARA PUBLIC SCHOOLS

A. Profile of the community. Santa Barbara is in the center of a narrow coastal shelf situated about 100 miles northwest of Los Angeles. Sheltered on the southwest by rolling hills, the Santa Barbara basin sweeps up into the Santa Ynez Mountains on the north, passes into the Goleta Valley on the west, and is protected from heavy seas by the four Channel Islands on the south. Population of the City of Santa Barbara in January 1967 was estimated at 72,000 and for Santa Barbara and environs 138,000.

U.S. Highway 101, which passes through Santa Barbara, serves as a major route between Los Angeles and San Francisco. The Southern Pacific Railroad, Western Greyhound, and several truck lines offer passenger and freight transportation to the area. Major airlines provide scheduled flights for passengers and freight service from the Santa Barbara Municipal Airport, eight miles west of the city.

The economy of Santa Barbara is based on eight major sources of income: agriculture, oil, manufacturing, research and development, fishing, tourism, education, and military establishments. Vandenberg Air Force Base is of special significance, the Manned Orbiting Laboratory Program alone carrying an initial authorization of 1.5 billion dollars. The University of California at Santa Barbara, scheduled to serve 25,000 students by 1980, is important to the economy. Santa Barbara ranks high nationally in median family income and proportion of wealthy residents, although there also is a considerable proportion of low-income families, including retired residents.

Many of the poorer families live near the center of the city, in the areas surrounding the Lincoln, Wilson, and Franklin elementary schools. These are the areas with the heaviest concentrations of minority group persons.

B. The schools. The school system of the city proper is composed of two districts: The Santa Barbara School District (elementary) and the Santa Barbara High School District, which also serves Cold Spring Elementary, Goleta Union Elementary, Hope Elementary, and Montecito Union Elementary districts. The Santa Barbara School District operates 13 elementary schools (K-6), two children's centers, and a school for the orthopedically handicapped. The high school district is comprised of four junior high schools (7-9), three senior high schools (10-12), and a continuation high school. The same board of education governs the two districts, and the administration of the system, directed by the Superintendent, serves both.

Elementary enrollment in October 1967 was 6,300 and secondary enrollment was 10,983, for a total enrollment of 17,283. Projections indicate a relatively stable elementary enrollment for at least the next five years, with a continuing rise in secondary enrollment, which is expected to reach close to 13,000 students by 1972.

Total assessed valuation in 1967-1968 was $152,142,476 in the elementary district, and $321,315,646 in the high school district. Total current expense of education per average daily attendance in 1966-1967 was $660.74 at the elementary level, $755.33 at the junior high school level, and $928.15 at the senior high school level for an overall average of $774.27 per a.d.a. Total budget of the two districts in 1966-1967 was $21,804,312.

Unencumbered bond funds in the elementary district as of May 10, 1968, were $1,050,189, excluding $176,050 receivable in the next two years from sale of the Hidden Valley site. Unencumbered bond funds in the high school district as of the same date were $2,461,476 (including $1,392,000 in authorized but unsold bonds). The unused bonding capacity in the respective districts in

1968-1969 is estimated to be about $3,600,000 in the elementary district, and about $785,000 in the high school district.

The elementary district owns a site for a future school in Mission Canyon (9.97 acres), and a one-acre portion of a site in the Westwood Oaks area. The district is in process of selling about 7 acres of land identified as the Hidden Valley site, and expects to acquire a more advantageously located elementary school site in that area in the near future.

Future school sites now owned by the high school district are on Old San Marcos Road near Hollister Avenue (22.86 acres), on Glen Annie Road (29.13 acres), on San Ysidro Road in Montecito (20.01 acres), and on Las Positas Road (26.23 acres). Of the secondary school sites, all but Las Positas were acquired for future junior high schools.

School buildings that fall below earthquake safety standards of the Field Act and Title 21 include parts or all of six elementary schools and four secondary schools, the Santa Barbara Nursery School, and several other buildings either owned or leased for school purposes. In addition, Franklin and Roosevelt schools, where the main buildings have been torn down, are using temporary facilities pending resolution of master plan questions. Preliminary cost estimates prepared to date indicate that it will cost approximately $2,700,000 in the elementary district to provide permanent structures at Franklin and Roosevelt; to rehabilitate structurally unsafe school buildings at Harding, Lincoln, McKinley, and Peabody; and to replace remaining school buildings that do not meet prescribed earthquake safety standards. Estimated costs of modernizing existing school buildings or purchasing additional sites are not included in this figure.

Preliminary cost estimates on alternative Field Act proposals at secondary schools indicate that approximately $4,500,000 will be needed in the high school district to rehabilitate structurally the major pre-Field Act buildings at Santa Barbara High School, Santa Barbara Junior High School, and La Cumbre Junior High School, and to replace other unsafe buildings at Santa Barbara High School and La Colina Junior High School. Except for the main building at Santa Barbara Junior High School and the shop building at La Cumbre Junior High School, the cost estimates do not include modernization.

In 1966-1967 the total cost for transportation of pupils in the elementary district was $85,153 and in the high school district, $207,969. The State provided transportation reimbursement in the amount of $38,605. The elementary district's current entitlement for compensatory education this year under the Elementary and Secondary Education Act, Title I, is $78,800. The high school district's entitlement this year under Title I, ESEA, is $242,523.

C. Racial and ethnic composition. Racial and ethnic surveys were conducted in the Santa Barbara schools in October 1966 and October 1967. In 1967, in the elementary district, Spanish surname pupils numbered 1,903 or 30.2 percent of all pupils and Negro pupils numbered 405 or 6.4 percent, while all minorities numbered 2,414 or 38.3 percent of the total.

In the high school district, Spanish surname students in the junior high schools numbered 907 or 17.7 percent of all students, Negro students numbered 138 or 2.7 percent, while all minorities numbered 1,099 or 21.4 percent of the total. In the senior high schools Spanish surname students numbered 1,727 or 15.7 percent of all students, Negro students numbered 263 or 2.4 percent, while all minorities numbered 2,120 or 19.3 percent.

Wide differences in racial and ethnic composition were reported, however, at the various schools. Minority pupil percentages in the elementary schools ranged from 9.9 at Peabody to 90.9 at Lincoln. La Colina Junior High reported 6.4 percent minority population, while at Santa Barbara Junior High the figure was 42.4 percent. San Marcos High School reported 4.4 percent minority, while at Santa Barbara High School the figure was 31.8 percent. The minority percentage at the continuation high school, La Cuesta, was 34.7 percent.

The Bureau of Intergroup Relations, in analyzing the results of such surveys, has used the guideline of a 15-point deviation from the mean percentage of the district's racial and ethnic composition, beyond which a school is considered to be imbalanced. Although this represents only a rough yardstick, it serves as one indication of the kind of imbalance which appears to result in a denial of equal educational opportunity and gives rise to intergroup problems.

Applying that scale to the total minority percentages at Santa Barbara elementary schools, Lincoln, Franklin, and Wilson were imbalanced because of a high concentration of minority pupils, while Peabody, Adams, Roosevelt, Washington, Jefferson, and Garfield were imbalanced because of a low concentration. Santa Barbara Junior High was an imbalanced junior high school, high in minority concentration, while La Colina was at the imbalance point, low in minority population. No senior high school was imbalanced by this measure, although Santa Barbara High School was approaching that point. If the scale is applied to Spanish surname percentages only, the list of imbalanced schools is somewhat shorter. Lincoln, Franklin, and Wilson remain minority imbalanced schools, while Peabody, Adams, Washington, and Roosevelt remain majority imbalanced schools. No junior high schools were imbalanced by this scale, and no senior high schools were imbalanced. Because of the small numbers of Negro pupils in the Santa Barbara schools, no imbalance existed based on Negro population alone, although Franklin was at the point of imbalance.

Tables 1 and 2, to be found in the first section of the Appendix, present the results of the 1967 racial and ethnic survey.

Before turning to a discussion of reasons for taking steps to alleviate racial and ethnic imbalance, and alternative recommendations for such steps, it would be useful to consider indicators of unequal educational opportunity, intergroup relations problems beyond the issue of racial and ethnic balance, and ways of beginning to deal with these issues.

III. EQUAL OPPORTUNITY AND INTERGROUP RELATIONS

A. Indicators of unequal opportunity. If racial and ethnic imbalance result in unequal education, as various studies indicate, what form does this problem take in Santa Barbara? In what ways have Spanish surname and Negro pupils, especially, failed to cope with the educational program in Santa Barbara, and in what ways has the program failed to meet their needs? The scarcity of adequate information in this regard is a matter of concern to the Bureau of Intergroup Relations. More information is essential if the schools are to accompany redistribution of pupils with other measures designed to overcome the educational handicaps of minority disadvantaged children. Neither these handicaps nor the scarcity of data is peculiar to Santa Barbara, of course, and the need to confront this issue directly should provoke neither defensiveness nor undue anxiety.

To discover indications of unequal conditions for education in the available data, apart from ethnic and racial imbalance, is a difficult task. For example, an examination of minority student enrollment at the various grade levels in Santa Barbara proper reveals the following percentages:

	Spanish surname	Negro	Total Minority
Grades K-6	29.5	6.3	37.4
Grades 7-9	24.2	4.7	30.2
Grades 10-12	22.6	3.9	28.6
High School graduates	21.9	4.2	29.2

(The above figures reflect feeder patterns to Santa Barbara High School only. Thus, the elementary figures include all district schools except Peabody, but also include Cold Spring and Montecito; the junior high school figures include only La Cumbre and Santa Barbara Junior High. Figures are taken from the 1966 racial and ethnic survey except for high school graduates, taken from the 1967 graduation list. Survey figures for 1967 were not used since relevant information on graduates will not be available until June, 1968.)

This would seem to confirm both the growing minority population at the lower grade levels and the statement by high school officials that their dropout rate is minimal. Certainly the graduation figures shown are consistent with those for grades 10-12. (A possible exception is that of the Spanish surname population, where most recent dropout figures, from 1964-65, indicated that Spanish surname students provided 38.5 percent of the dropouts while they were only 22.6 percent of the school population.)

As another example, an attempt to relate ethnic and racial imbalance, economic status, and achievement test results also proves substantially inconclusive. Tables 3 and 4, to be found in the first section of the Appendix, provide a ranking of district elementary schools by percentage of minority population; economic status as reported in Background for Planning: The War on Poverty in Santa Barbara County, prepared for the Community Action Committee by Dr. Everett W. Duvall, and as further refined by the estimates of school district officials; and scores on a variety of standardized tests. (1966 survey figures are used again, since they best match the dates of both the economic study and the tests. The economic ranking represents, at best, a rough approximation and indicates another area in which further study is needed.)

The conclusions from Tables 3 and 4 must be tentative, in the absence of more detailed information by race and ethnic group. Nevertheless, the available data seem to reflect the known fact that minority group identity and low income are generally related in our society as a whole and that low income, in turn, is related to poor school achievement.

For example, the six schools highest in minority population (Lincoln, Franklin, Wilson, Cleveland, Harding, and McKinley) are among the seven lowest in economic status. In Table 3 these same six schools are among the eight schools lowest in achievement test results, while in Table 4 they are the six lowest in achievement test results. (The order of ranking of test results matches the order of ranking by minority population or economic status in many cases, though not in all.) The four schools lowest in minority population (Peabody, Washington, Adams, and Roosevelt) include three of the four highest in economic status. In Table 3 these same four schools are among the four highest in achievement on one test, are among the six highest on another test, and are among the seven highest on a third test. In Table 4 these schools are among the seven highest in achievement test results.

In any district, and in spite of racial, ethnic, and economic differences, there will be individual principals and teachers who will overcome traditionally accepted obstacles and have an unusual impact on young people; undoubtedly this is true in Santa Barbara, where the study team met many unusually dedicated and skillful educators, and it is not always reflected in simple statistics. It also is true that there will be variations in population, economic circumstance, and cultural background in any given attendance area that do not fit within the gross categories used in most studies, and yet these variations have an obvious effect upon test results.

In Tables 3 and 4 the achievement test results sometimes appear to be more related to economic status than to minority percentage; sometimes the opposite is true. (Lacking detailed study by racial and ethnic group, any conclusions in either direction must be very tentative.) However, there does appear to be available information indicating, at the very least, that by the time minority youngsters in Santa Barbara have completed elementary school, and certainly by their high school years, they are under-represented in terms of school achievement. The educational system seemingly has not overcome any disadvantages that may have been present, and in fact the gap between minority group and majority group may be greater. Such a conclusion comes from an examination of the 1967 distribution of students in various courses at Santa Barbara High School.

The four "tracks" of World History classes, for example, reveal the following percentages of Spanish surname and Negro students:

	Spanish surname	Negro
World History 2 Basic	62.7	15.7
World History 2 Slow	43.6	5.4
World History 2 Average	17.4	4.1
World History 2 High	4.8	.6

English classes reveal a similar pattern:

English 4 Basic	62.7	15.7
English 4 Slow	50.8	6.2
English 4 Average	20.3	3.7
English 4 High	5.3	.4

And in the next course in English the pattern is little different:

English 6 Basic	62.8	11.6
English 6 Slow	37.2	3.1
English 6 Average	19.4	5.6
English 6 High	3.7	1.1
English 6 Honors	1.2	0

And in the next course in English:

English 8 Average	12.3	3.7
English 8 High	5.5	0

In the Advanced World Literature course, as in Comparative Governments and several advanced courses in other fields, there are no Spanish surname or Negro students.

The same pattern generally holds in science and mathematics. One example from these subjects should suffice:

	Spanish surname	Negro
Algebra 1	20.3	2.9
Algebra 2	12.9	2.1
Algebra 4	2.4	1.2
Algebra-Trigonometry	0	0

In the languages minority students appear to be distributed throughout most classes--but in very small numbers. In all Spanish classes, for example, where minority students appear in greater numbers than elsewhere, there are 68 Spanish surname students and 10 Negro students out of a total of 438. In French there are 5 Spanish surname students and 2 Negro students out of 233 in all.

There is one Spanish surname student but no Negro students taking German. There are no Spanish surname or Negro students taking Latin.

(This picture at Santa Barbara High School apparently has similarities with that at other grade levels. The study team discussed these problems with a variety of school officials on a number of occasions, and the situation even was reported to the public in the excellent series of special reports by Barney Brantingham in the Santa Barbara News-Press. Santa Barbara Junior High School, where many Mexican American and Negro students already find themselves clustered in the lower "tracks," was described in one article as "the melting pot of America, bubbling with experimentation but flawed by virtually unalloyed de facto segregation." Some teachers and parents were quoted as saying, "It's possible--but very difficult--to escape from these low track classes and get into college prep classes."

And one teacher said that at the junior high level "it's too late" for most disadvantaged children.)

Considering all of the above data in relation to the needs of today's increasingly specialized, complex, and technical employment market, to say nothing of other important individual and social concerns, certainly a critical problem is evident. Scientific findings indicate that intelligence and ability are equally distributed among all racial and ethnic groups. It appears, then, that the schools must move quickly to the questions of why such patterns occur and what can be done to improve them. The study team is not attempting to place blame or to point to a single cause--whether it be cultural deprivation, negative peer or parent attitudes, discrimination in the community, insensitivity on the part of some school staff, a curriculum failing to reach many students, ability grouping, or any combination of these factors. (In fact, high school officials report that before ability grouping was instituted about 10 years ago, the drop-out rate among low achievers was a much more serious problem.) Obviously there are reasons for the conditions, attitudes, and behavior that result in such a picture. We simply are suggesting that any minority-group disadvantage has not been overcome, even may have been intensified, during twelve years of schooling and that the schools must do whatever is possible to confront the real issues.

B. "Color-blind" or "color-conscious." The schools of Santa Barbara, like those in many educationally advanced school systems in California, have attempted to develop an educational program that is "color-blind." They have attempted to provide equal educational opportunity for all pupils, regardless of race, religion, cultural or economic background. They have attempted to treat problems that arise on an individual basis.

Now, however, they are proceeding to consider plans for improving the distribution of pupils of different ethnic groups, based upon sound legal, educational, and social considerations. Such redistribution, however necessary as it is, cannot be sufficient. The placement of minority group children side by side in the classroom with majority group children in more balanced numbers does not, in itself, lead to social integration, improved self-image, academic achievement, and all the other components of genuine equal educational opportunity. Redistribution of pupils must be accompanied by a variety of other programs, all of which require that the districts now become "color-conscious," actually "culture-conscious" in the case of the Spanish surname population, rather than "color-blind." ("Color-blindness," of course, has not prevented de facto segregation, among the schools and within class grouping practices.)

The picture presented by the survey of classes at Santa Barbara High School appears to indicate a need for increased emphasis on the special problems of the minority populations. If the existing educational program, at least within the feeder pattern to Santa Barbara High, has not worked for significant numbers of minority youngsters, perhaps there are problems of self-image, motivation, and learning that must be approached differently. One such approach is through improved racial and ethnic balance. Another approach (to complement, not replace, improved balance) is through the development of programs centered on those problems common to many Spanish surname pupils and to many Negro pupils, as different ethnic groups, regardless of socio-economic background and in addition to existing programs of individual identification and instruction.

In Santa Barbara, as in many other districts, there appears to be an underlying assumption on the part of many school people that the minority pupil, especially the low-income minority pupil, needs to accommodate to middle-class majority group society. However, there appears to be a failure to perceive a reciprocal need to help pupils from all racial and ethnic groups to gain a knowledge of, and a pride in, both their own backgrounds and the contributions of all peoples to American history, culture and democratic life. Perhaps this is at the root of many problems in school and with school. (In Santa Barbara's ESEA Title I program entitled "Improving Pupil Desire and Opportunity for Achievement in the School," for example, the only professed aim was to "help students adjust to the mainstream of American life." Where there is an emphasis on minority culture, as in "Effective In-Service for Elementary and Secondary Teachers," another Title I program, such content is outweighed by time spent on language films and meetings on the use of new equipment; even then the minority focus is only in terms of "cultural disadvantage.")

An emphasis on "color-consciousness" seems to run counter to the sentiment prevailing among many educators in the districts. Their view seems to be that America is a "melting pot" in which different cultures are to be assimilated into a whole, which in most cases turns out to be very similar to the culture to which the educators belong. Yet, if the educational system is to affect those who are truly different, whether they be Mexican American, Negro, or low-income Anglo, perhaps a philosophy of "cultural pluralism," with an emphasis on and respect for these differences, would offer a more effective, meaningful, and democratic approach. This would seem to be especially true in districts where, for example, Mexican Americans are predominant in some areas and where a narrow focus on certain values of Anglo society often is interpreted as paternalistic or even as a form of colonialism by Mexican Americans.

In raising the issue presented here, the study team is suggesting that there are some minority group values with which any minority group, in order to achieve success in this society, must come to terms. However, this accommodation is precisely what often fails to take place when it is attempted at the expense of minority group identity, to say nothing of a variety of ethnical and psychological considerations.

One sociologist* has made the following observations in relation to low-income school dropouts. His comments undoubtedly might be applied to low-income pupils of all racial and ethnic groups (and with the change of but a few words they also might be applied to minority pupils of any economic class who come from a different culture).

> To reach the dropouts and give them a reason for studying, the school would have to start by accepting their raison d' etre. It would have to take lower class life seriously as a condition and pattern of experience, not just as a contemptible and humiliating set of circumstances from which every decent boy or girl is anxious to escape. It would have to accept their language, their dress, and their values as a point of departure for disciplined exploration, to be understood not as a trick for luring them into the middle-class, but as a way of helping them to explore the meaning of their own lives. This is the way to encourage and nurture potentialities from any social class.

Another critic** of the schools, specifically in connection with problems of Spanish-speaking youngsters, has written:

> There can be no argument that the Spanish-speaking child is socially and economically disadvantaged. The evidence is

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* Edgar Friedenberg, quoted by Mario D. Fantini and Gerald Weinstein in Toward a Contact Curriculum.

** John F. Garcia, Executive Director, Latin American Research and Service Agency, Denver, writing in Education Colorado, publication of the Colorado State Department of Education.

> overwhelming. This fact, of course, does offer special challenges to the schools in the teaching of English as in virtually all other phases of the curriculum. The state of socio-economic disadvantage is usually accompanied by a lack of knowledge of the English language and is nearly always interpreted as a language handicap. The result is that the school, in trying to account for and to treat the child's handicap, addresses itself to a tangential and fruitless hunt for the detrimental effects of being unable to speak English. The school thus, instead of adapting its programs to the requirements of children who are disadvantaged because of socio-economic factors, strives to find in this nebulous "language handicap" a scapegoat for its lack of understanding. The issue cannot be considered to be in the realm of linguistics, but rather in the areas of social policy, of school organization and administration, and of pedagogical competence.
>
> The school has been challenged to provide education based on the capabilities of each child. It will require recognition of the child's language handicap, if any, his socio-economic status, and a realization by teachers that these children are proud of their heritage. The school should not strive to mold this child into the image of another Anglo, but as a child who is the beneficiary of the accommodation process between the two cultures; an accommodation process that has rid him of the caste status and enabled him to join the class of society where he can eventually contribute to society in a manner commensurate with his abilities. This is a challenge the schools must accept, and if they fail, it can be said that the handicapped child was failed by the handicapped school.

There seems to be a need now for a more significant, conscious, built-in, district-wide effort to include the culture and contributions of the many peoples who make up this country in the regular social studies, history, and language courses, not necessarily as separate units but as part of the total picture. Where such an effort now is being made, it appears as a special interest of a particular principal or, more usually, a teacher. On the other hand, some lack of awareness or sensitivity in this area, and sometimes even surprise at the idea, appears to be quite common. Greater use of materials depicting and describing ethnic differences, histories, cultures, and problems, and the development of such materials when they are not available, would seem essential in an area such as Santa Barbara, Far from being a "problem school," Santa Barbara High School probably is one of the finest high schools in California. It is a genuine "common school" or "community school" at the secondary level in Santa Barbara, and it brings together as diverse a racial, ethnic, religious, and economic mix of students from various backgrounds and points of view as can be found anywhere. It has a beautiful open campus and substantial freedom of movement, dress, and atmosphere combined with long-standing traditions. It has an unusual spread of course offerings. It has outstanding administrators and teachers. Yet in many ways Santa Barbara High School has problems that stem from lack of "color-consciousness" and from a somewhat limited concept of what equal educational opportunity means. ("There's no one big complaint--just a lot of little ones that make one big one," reported Mr. Brantingham of minority students at Santa Barbara High School.) Such a comment by the study team is not intended to downgrade the school's many outstanding features but merely to help point ways toward even greater excellence; and Santa Barbara High School is being used here to reflect problems that exist, in different degrees and forms, at all grade levels.

A number of basic themes and feelings emerge from discussions at Santa Barbara High School with students of all kinds--majority and minority group members, high achievers and low achievers, behavior problems and student leaders, those who participate in service and social activities and those who do not. Most evident in these discussions, perhaps, is the tremendous potential in all groups that presently is untapped. While opportunities are available to all students, in a wide variety of fields, there are many students who do not avail themselves of these opportunities and there is limited effort to seek out these students. The door is open, so to speak, but few minority students are walking in or being called in.

One example should suffice to describe this situation. Minority students do not participate in some service and social activities in significant numbers. (The problem is more acute with Mexican American students than with Negroes. There are exceptions, of course, but then they are publicized as examples while the great bulk of minority students are uninvolved.) As reasons for this the students say that they have been excluded from such activities in the past, or "feel" excluded now, or are outnumbered and outvoted when they do participate. Majority group students predominate overwhelmingly in such activities, select their friends to fill positions, sometimes perpetuate a rather small social elite, and thus confirm minority expectations of the situation. Even these majority group students often represent a limited segment of the student body in terms of achievement, outlook, and social class. These students, in turn, seem restricted by what they feel expected to do--by "tradition," their parents, their peers, or their perception of the administration's and teachers' expectations. Their goals and ideas are then restricted and the activities they implement perpetuate this cycle of exclusion. Minority students, non-achievers, behavior problems, and others who are in any way different are alienated.

This situation presents a number of problems: the many creative ideas of the majority participants are stifled (often by themselves) and the creativity that might develop in the encounter between persons of different background or outlook is not allowed to develop; minority students and other non-participants feel more dubious of the entire educational process and of their capacity to affect their lives; and activities are arranged that appeal to limited segments of the school population.

The example offered is a most simple and small one, perhaps, but it leads to more complex and critical issues that undoubtedly affect participation and achievement. Both minority and majority group students are very much aware that Santa Barbara High School is desegregated but not fully integrated. As one Negro student put it, "There is no real closeness among different groups on the campus except during football season." And a Mexican American student said that if there is little overt conflict it is because "no one bothers anyone else--each sticks to his own group." Both minority and majority students are concerned about virtually segregated ability grouping in some subjects, segregation of high and low achievers as well as of ethnic groups and social classes, and about the racial attitudes of some students. Grouping between classes and after school also is reported.

In discussing their image of the school and their role in it, minority students mention the fact that there are few teachers of Spanish surname and no Negro teachers. They sometimes view aspects of the counseling program, discipline standards, social activities and dances, and even athletic award selections as having a bias in favor of majority group (and high achieving) students. (The "facts" in such cases often are no more important than feelings in determining attitudes and behavior.) Lack of awareness, misunderstanding, and even occasional prejudice by some staff members also are noted. Finally, minority students point out the absence of minority groups in the social studies and history courses. ("They make you feel you're not important," is how one Mexican American girl expressed her perception of the way in which even the Mexican role in early California is often handled.)

It must be stressed again that Santa Barbara High School has an excellent program and staff and that intergroup relations are less tense here than at many comparable schools elsewhere in California. Nevertheless, very real problems do exist and must be confronted if the school is to improve even more and avoid the difficulties which can develop where problems go unattended. To deal with the underlying anxieties and misunderstandings among students and staff in any racially mixed school, with the consequent blocks to learning both inside and outside the classroom, is the real challenge once the "bodies are mixed" but integration has not yet fully taken place. (Certainly the openness and helpfulness of the Santa Barbara High School administration in relation to the team study and their concern with these issues, reflect positively on chances for improvement.)

To overcome both the actual problems and more generalized complaints and feelings of the type that have been described, it is necessary to do more than passively make available "equal educational opportunities." To overcome unknowing or residual bias (and overt prejudice when it might crop up), to develop programs that "reach out" to those who need to be reached, to break down self-segregation that stems from discomfort or even fear in all individuals and groups, to deal with anger and suspicion, it is necessary first to become aware of the attitudes, feelings, and problems that actually exist and then to act on the basis of such knowledge. This means seeking out and eliciting the often negative and emotional views of a wide range of students. It means aggressively "recruiting" minority students (and low achievers, behavior problems, those who are quiet or withdrawn) for all types of activities. It means, above all, demonstrating to all students that their help in creating a better school genuinely is needed, that their criticism, feelings, and even prejudices can be accepted, and that through cooperative effort talk can lead to actual change. Young people rarely are satisfied with all aspects of a world created by their elders, and undoubtedly it is one task of education to accept this dissatisfaction as something of value and teach young people to use it effectively.

There are many ways in which an affirmative equal education program can begin. The process by which information was gathered from students at Santa Barbara High School for the team study--representative student selection, small group discussion, discovery of problems and feelings, stimulation of confidence in the possibility of "doing something," participation by an administrator and planning for further meetings with administration and faculty--represents one small example. Student "speak-out" programs, where an entire school day is devoted to an agenda of small group discussions planned and led by students, is another. Use of counselors in the community in the evenings and the involvement of parents and other interested persons to a greater extent are other necessary beginnings. An unlimited number of such examples can be developed by tapping the resources of the total school population--pupils, staff, community--at all grade levels.

D. Attitudes of staff. Critical to the implementation of any plan for better ethnic and racial distribution, and to a meaningful focus on the problems which have been described here, are the attitudes and responses of school administrators, teachers, and staff. Most school personnel are highly competent and committed to the jobs for which they have been trained and in which many have a great deal of experience. Most undoubtedly are positive in outlook, well-meaning in intent, and desirous of helping each individual pupil fulfill his potential regardless of race, cultural background, or economic circumstance. Most are willing to respond positively to problems of change and ethnic differences.

However, most school personnel are now beginning to meet problems and situations for which their training and experience have not prepared them, as is true of most citizens of the community at large. (There are, of course, the exceptions that prove the rule, in Santa Barbara as elsewhere.) Information relating to ethnic differences, class values as distinguished from cultural values, the role and contributions of all peoples to American society, resources for intergroup relations curriculum materials, and direct consultation on specific intergroup relations problems have not been available to the extent necessary. Adequate descriptions of successful programs and innovative techniques in dealing with these areas of concern likewise have not been available. Discussion of intergroup relations issues among staff in most school districts often has been minimal, and understanding and communication on these issues among school administrators, teachers, pupils, and parents often has been assumed rather than built into the regular school program. In a very real sense there often exists a "cultural disadvantage" among many professionals.

While many intergroup relations problems have no simple, easy-to-find solutions, examination and discussion of the problems are often avoided as if they do not exist or in the hope that if ignored the problems will take care of themselves. Then too, with increasing concern over the problems of minority group pupils, the fundamental intergroup relations problems of majority group pupils--especially, but not only, low-income majority group pupils--sometimes have been overlooked despite their central role. The whole matter of working with low achievers is another critical issue. A workable program of school integration must include long-range planning for continuous in-service intergroup relations training in several areas.

Perhaps the major goal of such a training program should be an exploration on the part of all school personnel of their own attitudes, values, and feelings in regard to ethnic differences. Only self-awareness and self-understanding can lead to the effective application of previously acquired training and experience in new situations. The use of language in communicating with persons of different background (do you speak of that pupil as Colored, Negro, or Black?), feelings toward various racial and national groups and comparisons among them ("If the Irish worked their way up, why can't the Mexicans do it?"), attitudes toward what is perceived as different from acceptable middle-class behavior (such as parents who don't respond to notes sent home or pupils who wear long hair), views on civil rights activity ("Those people are just hurting their own cause!), all have their effect in contacts with pupils and parents, often being interpreted differently than intended.

Such problems in relation to attitudes and feelings are not peculiar to any district or totally lacking in any district. What is important is not their existence, since educators are people, but an attempt to confront, understand, and handle them.

While basic information on intergroup relations must be an integral part of any in-service program, such information can be disseminated through reading materials, lectures and films. It is only through small face-to-face discussion groups, however, led by skilled and experienced training group ("T-group" or "sensitivity group") leaders, that interpretation of information and feelings about it can be expressed and put to positive use. (It is the way in which information is selected, perceived, and interpreted, of course, rather than the information itself, that affects behavior.) Such groups, long-term, continuing, and reaching out eventually to all staff in the districts, should be the basis of in-service training. Compensation for participants or use of a minimum-day schedule to provide time for the program should be explored. Involvement of community persons in these groups also should be considered.

E: District intergroup relations committee. The study team suggests that any intergroup relations program in the Santa Barbara schools, certainly including in-service training, be preceded by the formation of an intergroup relations committee composed both of administration and faculty members, that would draw on the experience and suggestions of all staff. (One committee is being suggested for both districts in order to avoid problems of communication and coordination that otherwise might occur. Should it prove necessary two subcommittees could be formed to deal with problems specific to the elementary and secondary levels.)

This probably should be done as soon as possible. The committee, in addition to planning and implementing the in-service program, could develop guidelines for the establishment of pupil human relations committees in each school which are representative of the entire pupil population--including high achievers and low achievers, school leaders and those exhibiting behavior problems. The committee also could initiate these pupil committees, maintain on-going communication and regular meetings with them, and work with the pupil committees in developing human relations programs for each school. It is important to emphasize the need for both teacher and pupil involvement from the inception of all programs described.

It is further suggested that the committee conduct a survey of staff and pupil opinions and attitudes--about school problems and ethnic and racial differences. Such a survey is a desirable goal in itself, as well as for use in an in-service training program. Feelings as to what constitutes problems often are more important than any "objective" descriptions and these feelings often represent the most real and difficult problems with which school personnel must deal. The survey might be conducted among a sample group of staff and pupils, maintaining the anonymity of the respondents, and then might be evaluated by the intergroup relations committee for future use and possible development of appropriate programs. Similar surveys have been conducted in other districts and the Bureau of Intergroup Relations can provide assistance in this regard.

As other examples, the committee could look into differences in the handling of intergroup relations problems in the elementary and secondary schools, ability grouping and its effect on segregation, the relevance of the college preparatory program to students with other needs, the extent to which minority groups are represented in the regular curriculum and curriculum materials, needs in the counseling program and the use of counselors in the community, the possible need to strengthen and expand remedial classes and services, the entire area of vocational education, the need for the handling of more extensive discussion of "controversial issues" by all teachers.

Such a committee also could examine the extended use of team teaching, nongraded classes, computer programming, and flexible scheduling, ways to reach low-income pupils more effectively, the more extensive use of para-professional personnel and school-community workers--and many other such areas which lead to a better educational program for all pupils. (It should be noted that all of the areas of concern noted above, as well as the matter of smaller classes, were mentioned by school people during the course of this study.)

Some of the areas mentioned undoubtedly already are under review. In some areas programs already have been inaugurated, and in others funding beyond the present resources of the districts are required. However, there appears to be a definite need for examination of these matters with a specific intergroup relations focus, better communication with the minority community, especially, as to what is happening, and involvement of all segments of the community once needs and programs have been defined. The National Advisory Commission on Civil Disorders very recently indicated that the nation is moving in the direction of two societies, separate and unequal. It is of critical importance that the public schools take whatever steps are necessary to continue moving as quickly as possible in another direction, in Santa Barbara and in every community.

F. Teacher employment. The scarcity and demand for the best qualified teachers is heavy in almost every school district in California, and Santa Barbara, despite unusual attractions, is not an exception. Of equal importance, especially in an area such as Santa Barbara, is the problem of recruiting, upgrading, and promoting minority group teachers. Some administrators, as individuals, presently seem to be most active in this area, taking positive and aggressive steps to find teachers from a variety of backgrounds. Others take a more passive role. In some cases administrators simply reported that no minority teachers ever had been referred to them by the district office, but this was denied by other school people, who said that the ethnic composition of a staff basically reflects the concerns of the administrator.

More intensive work clearly needs to be done in this area, beginning with an examination of the districts' recruiting efforts. General problems include staff awareness of need, the types of teacher education institutions contacted, concern with a positive and aggressive search for teachers who can relate to a diverse pupil population and continuation of efforts to upgrade present minority staff where possible.

Tables 5 and 6, to be found in the first section of the Appendix, present the results of the latest racial and ethnic survey of certificated and other employees assigned to each of the schools.

Minority staff population need not be represented precisely in proportion to pupil population. Contact with minority staff members is a valuable and natural way, however, in which majority group pupils help gain a full and objective picture of people who are different by reason of color or background, and it is a way in which minority group pupils help form a more favorable self-image and motivation for achievement.

As but one example of a program that might be developed in this area of concern, a long-range effort at recruiting minority teachers well could be tied in to a program designed to stimulate the aspirations and academic motivations of minority pupils. Aimed particularly at pupils who would be encouraged to prepare for higher education, teacher training, and a return to the districts as certificated staff, such a program would involve the use of teacher organizations, professionals of minority background and parent cooperation in promoting meaningful goals, better achievement, and eventually an expanded local source of teacher candidates.

G. Co-curricular activities. While a focus on the problems of the minority population has been stressed, there is another area in which the problems of low-income pupils generally must be explored--that of participation in service and social activities, on and off the campus. Despite the fact that most children appear at school well-dressed, clean, and most presentable, often this is accomplished at great sacrifice by the family. Some community people have indicated a hardship involved in providing their children with the essentials for school attendance and participation and have reported their inability, combined with understandable feelings of frustration, to provide for the children's involvement in activities which other parents are able to take for granted. Very often well-meaning teachers apparently have assumed that because children are neat and nicely dressed their parents also are able to provide them with everything that a full program of social activities entails.

An examination of this situation, combined with a plan to deal with the natural reluctance of both children and parents, especially in the comfortable atmosphere of Santa Barbara, to admit such hardship or accept charity, however well-intentioned, must be considered. (Fund-raising events, with all children participating and with the funds used to pay the expenses of all children, not just the poor, is but one example of what might be done in this regard to this problem.) The study team does not mean to imply, of course, that this problem has been overlooked in this city but simply is suggesting a more detailed and thorough examination.

Apart from the financial aspect of this situation, however, there is the critical psychological problem of inducing more participation in service and social activities by low-income pupils, minority group pupils (especially Spanish surname pupils), non-achievers, and others. This previously has been discussed in connection with Santa Barbara High School. Here there needs to be an examination by the entire school community of qualifications for participation in activities, the development of more meaningful and constructive functions for service clubs to perform, publicity for genuine contributions by these groups, parent involvement as sponsors, chaperons and advisers, more effective use of school media to communicate matters of interest, encouragement of teacher participation and aggressive encouragement of pupils by teachers, the use of home visits by staff, the role of student government, the variety and "reach" of existing extra-curricular activities, and so on. Since much real learning occurs outside of the classroom, the extent of participation by all pupils in such activities represents a serious concern for education beyond the issues of intergroup relations.

H. School-community partnership. Finally, it appears to the Bureau team that the entire area of community involvement--in relation to implementation of any plan for improved ethnic and racial balance and the intergroup relations concerns enumerated above--calls for particular evaluation and restructuring. From the use of the Title I Community Advisory Committee to that of the Superintendent's Advisory Committee on Future Educational Needs, from the involvement of parents and students in campus human relations programs to that of community people in developing and commenting upon curriculum materials, a closer, more extensive and more coordinated school-community partnership appears both desirable and necessary.

If the compensatory education program or any intergroup relations program for improving the entire educational system in Santa Barbara, much less a plan for ethnic and racial redistribution of pupils, is to be effective, is to be viewed positively by those whom it affects, and is to reduce any home-school conflict, then the community must be involved meaningfully and consistently in it. This often may prove time-consuming and elicit much negative criticism, but it is difficult to see how it can work otherwise. The same is true of parent involvement with the schools in many areas. (Of special importance is the need to seek out more Mexican Americans and Negroes who are able to work across economic class lines within the Mexican American and Negro communities and thereby help build both more unity and cooperation and an improved school-community partnership.)

Such involvement is not only necessary for community education and community relations (which often means presenting the schools' point of view to the community), but it is also necessary if the districts are to enlist the resources of the community--public support as well as human talent--in the development, implementation, and evaluation of unique programs that cannot succeed in isolation from parents and other citizens.

Again, the study team is not suggesting that a school-community partnership is lacking in Santa Barbara. To the contrary, in many ways there is more citizen participation in Santa Barbara than in many districts throughout California. The Superintendent is aware of the need to bring all possible resources to bear on educational problems and has taken many steps in this direction. A number of principals have very close relationships with all segments of the community in their attendance areas. Other principals have excellent communication with the more obviously concerned parents in their schools. Educational issues are given broad and intensive coverage by Mrs. Katherine McCloskey and other writers in the Santa Barbara News-Press, and important school board meetings apparently are well attended. Teacher and other organizations obviously are concerned. Community interest in educational issues seems very high.

The study team is suggesting, however, that the problems and temper of the times, and the issues presently before the school districts, require an intensive effort by the districts to achieve more involvement than ever before has been considered. And community debate over the Superintendent's Master Plan and the invitation to the Bureau of Intergroup Relations to conduct this study would seem to offer an excellent opportunity to explore such a course. There are groups and unorganized individuals within the minority and majority communities of Santa Barbara that have not yet been tapped; maximum use has not yet been made of groups and individuals that are well-known to the districts. Public agencies with an interest in school-related problems often have not been brought into the picture. (The City Planning Department, as but one example, has skills and information of value to the districts, and in turn the districts have resources of value to the Department.) More than anything else a total and continuing community "brainstorming" session, with no ideas barred, is necessary--as is the planned and effective coordination of such "input."

At different points, however, at different times for different problems, decisions must be made. With full consultation and involvement with the community, and with full consideration of all possible goals, methods, and techniques, the Superintendent and his staff must make critical decisions and offer critical recommendations to the Board of Education based upon sound educational thinking. The Board, in turn, then must make decisions of it's own. If community participation is significant, such decisions usually are well understood and, consequently, accepted even if not fully approved by all.

In such a process, as in the education of young people, there is no lack of problems. But it is the willingness of any school system to look at these problems seriously and involve those persons most affected, frankly and without defensiveness, that indicates both its maturity and the extent to which the problems are likely to be solved. And there is no time to lose. One parent, as reported by Mr. Brantingham in the News-Press, put it this way: "It can't be changed overnight. It might take time, but it shouldn't take too much time, because it's been too many years already."

IV. IMPROVING RACIAL AND ETHNIC BALANCE

A. Rationale for action. In Santa Barbara, as in other districts studied by the Bureau of Intergroup Relations, the basic assumption of the study team is that racial and ethnic imbalance, involving the concentration of minority-group pupils in some schools and their absence or relatively small numbers in other schools, not only deepens feelings of isolation and often inferiority, but also increases the difficulty of teaching academic and social skills and of motivating children (and teachers) to higher achievement. Throughout this report the team has attempted to point out some of the effects of such problems in the Santa Barbara schools.

The California State Board of Education has stated its position on this issue very clearly. Guidelines for compensatory education programs declare that "segregation is one of the fundamental factors contributing to the educational deprivation of disadvantaged children." Since 1962 the State Board's policy has been that the challenge of segregation to equality of educational opportunity 'must be met with the full thrust of our legal authority and moral leadership... the policy of elimination of existing segregation and curbing any tendency toward its growth must be given serious and thoughtful consideration by all persons involved at all levels."

Several court rulings may be cited in support of this approach. In 1947 the U.S. Circuit Court of Appeals affirmed a lower court decision (Mendez v. Westminster School District) that the segregation of children of Mexican descent in separate schools was not authorized by California statutes and violated the Fourteenth Amendment to the U.S. Constitution. In addition to the 1954 decision of the U.S. Supreme Court (Brown v. Board of Education of Topeka) and that in 1963 of the California Supreme Court (Jackson v. Pasadena City School District), the courts in this and other states have indicated with increasing consistency that school districts have the authority, and in some cases the obligation, to avoid and eliminate the segregation of pupils on account of race, color or ethnic origin.

Sections 2010, 2011 and 2001 (c) of the California Administrative Code, Title 5, require the consideration of ethnic factors in establishing school attendance centers, the assignment of pupils thereto, and approval of school sites. The racial and ethnic surveys of public schools conducted by the California School Boards Association in 1963 and by the State Department of Education in 1966 and 1967, attest to the concern of responsible educational agencies and provide evidence of the dimensions of the problem.

Significant steps have been taken by California districts to reduce racial and ethnic imbalance in their schools. In this part of the state, for example, the program in the city of Riverside is of particular interest, while in the north programs in Sacramento, Berkeley, San Mateo, and Sausalito are worthy of note.

Despite fiscal, administrative and other obstacles to early solution of the problems of de facto segregation, it seems obvious that the ethnic distribution of pupils, so closely correlated to patterns of poverty or social and economic class distribution, is a necessary concern if the schools are to avoid failure in educating successive generations of children. Those in the ethnic majority group, as well as the minorities, suffer a deprivation in opportunities for social awareness and understanding when they grow up without significant cross-cultural contacts.

Until action is taken to improve ethnic balance, there will be "majority" schools and "minority" schools, advantaged schools and disadvantaged schools.

Equality of educational opportunity, human resource development, cultural enrichment and civic harmony, now and in the future, all demand that school districts accept a role of leadership toward integration.

It is true, of course, that many people, including some educators and citizens in Santa Barbara, rest their hopes of overcoming educational disadvantage on programs of compensatory education in de facto segregated schools. In many cases those who hold this view are concerned with providing intensive services in "neighborhood schools." In other cases the persons involved simply wish to avoid bringing together children of different ethnic and racial groups until it is absolutely necessary. (The study team believes, however, that this is not the predominant sentiment in Santa Barbara. Hopefully, the majority view here is that clear and positive attitude which came to the forefront recently during the incident involving Cassandra Young and the El Kadettes drill team.) Several statements must be made in regard to these issues.

Studies that have sought to establish the effects of both racial and ethnic isolation and compensatory education at this point seem somewhat contradictory and inconclusive--primarily because it is difficult to separate the factors of race, ethnic identity, and social class. Having made such a qualification, however, it should be pointed out that the most important studies of these issues tend to consider a school's ethnic composition of primary importance in determining school achievement. Equality of Educational Opportunity, the report of an extensive study of 4,000 schools and 645,000 pupils, conducted for the U.S. Office of Education by Dr. James Coleman of John Hopkins University, states:

> ...it appears that a pupil's achievement is strongly related to the educational backgrounds and aspirations of the other students in the school...if a white pupil from a home that is strongly supportive of education is put in a school where most pupils do not come from such homes, his achievement will be little different than if he were

> in a school composed of others like himself. But if a minority pupil from a home without much educational strength is put with schoolmates with strong educational backgrounds, his achievement is likely to increase.
>
> ...the principal way in which the school environment of Negroes and whites differs is in the composition of their student bodies, and it turns out that the composition of the student bodies has a strong relationship to the achievement of Negro and other minority pupils...

A report of the U.S. Commission on Civil Rights, Racial Isolation in the Public Schools, also states that "...the performance of Negro students is distinctly less related to differences in the quality of schools and teachers than the social class and racial composition of their schools..." That report goes on:

> ...Evaluations of programs of compensatory education conducted in schools that are isolated by race and social class suggest that these programs have not had lasting effects in improving the achievement of the students. The evidence indicates that Negro children attending desegregated schools that do not have compensatory education programs perform better than Negro children in racially isolated schools with such programs.
>
> Compensatory education programs have been of limited effectiveness because they have attempted to solve problems that stem, in large part, from racial and social class isolation in schools which themselves are isolated by race and social class...

Even should future studies prove that achievement is as much dependent upon income as ethnic background, such a conclusion undoubtedly would indicate only the need for integration of pupils from various income levels as well as pupils from various racial and ethnic groups. One prominent scholar* in the field of desegregation has pointed out that these problems presently are somewhat similar:

> In the long run (50 years from now) we will be dealing explicitly with the major domestic problem of trying to reduce economic or social class segregation. This is the problem in a modern commercial-industrial society. However, we have the more immediate problem of racial segregation. This is also partially a matter of social class segregation, and as we solve this problem we will be moving in on the problem of socio-economic segregation.

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*Robert J. Havighurst in Administrator's In-Depth Seminars in Problems of Desegregation as They Relate to Large City Schools, Los Angeles City Schools, 1967.

Finally, while the above quoted reports refer primarily to Negroes, the Bureau of Intergroup Relations has found educational disadvantage in California even more characteristic of Spanish surname pupils, with isolation often as intense. Results of the "Coleman Report" also point to this in the conclusion that for Mexican Americans "attributes of the student body tend to be more highly related to achievement than do any other aspects of the school."*

Apart from the question of whether educational disadvantage theoretically can be overcome in de facto segregated schools, there is the matter of the cost of compensatory education. State and federal aid to Santa Barbara schools since 1965, amounting to $1,200,000, has been described as not nearly enough. "A drop in the bucket in terms of need" and "band-aid programs" were comments by educators reported by Mr. Brantingham in his News-Press series. Principal Earl Glahn at Santa Barbara Junior High School said that "he'd like another one of the $160,000 (reading research and development) centers," and he undoubtedly could put it to good use. Yet every other principal in Santa Barbara probably would like that kind of money for his own program.

Non-"target area" children could benefit from the services and equipment provided by special funds, and in fact whether the funds come from local, state, or federal sources, maximum support for education seldom is obtained from the total community unless the funds go to support a program for the total community. It is unlikely that the majority group is willing to pay the tremendous costs of overcoming educational disadvantage when the services provided are directed primarily into minority group schools. Even if "separate but better" schools were a realistic possibility, it is doubtful that they could be supported if the costs involved were two or three or four times those of other schools in any given district. And this probably is what would be needed. (It should be pointed out that ESEA Title I compensatory education funds now can follow the pupil to any school in a district, and the problem of providing intensive service to the disadvantaged actually is one of administration, not integration.)

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*George W. Mayeske, a staff member of the U.S. Office of Education, reporting "Educational Achievement Among Mexican-Americans: A Special Report from the Educational Opportunity Survey," in Integrated Education, January-February 1968.

Of course, many persons in Santa Barbara--educators, parents, and other citizens--have said that improved racial and ethnic balance is not the issue; rather, they have said, the issue is the advantage that accrues to a "neighborhood school." This seems to be the position taken by most elementary school principals and by some minority group parents.

The study team would not wish to enter such a debate since this report does not simply recommend the "bussing" of a certain number of majority group children to schools attended predominantly by minority group children, and vice versa, only to reach a specific degree of balance. However, it is important to point out that the question of transporting children to school is not one of whether it shall be done or not; rather, there are other, different questions that must be asked: for what special programs will transportation be necessary; beyond what distance or for what safety reasons will transportation be necessary; at what grade level will transportation be necessary; and, in all of these cases, who will provide the transportation? Thus, children now are transported to the Parma School, which still is a "neighborhood school." Children now are transported from Mission Canyon to Roosevelt and other elementary schools, which still are considered "neighborhood schools." Many children must be "bussed," by the district, themselves, or their parents, to schools such as Santa Barbara Junior High School and Santa Barbara High School, which still are considered "neighborhood schools." In some cases, the district provides transportation; in other cases, not--as determined by the Board of Education.

The recommendations contained in this report consider both ethnic balance and the use of transportation as but two factors, though critical ones, in the development of a sound educational program.

B. Some considerations in Santa Barbara. There is some degree of consensus among Santa Barbara educators and other concerned citizens, both in the majority and minority groups, that it is desirable to improve the racial and ethnic distribution of pupils, particularly at the elementary level. Disagreement centers on the feasibility of various methods, on priorities, and on the timetable for proposed changes.

A commitment to improved racial and ethnic balance is not new in Santa Barbara. In a statement on "Equal Educational Opportunity in the Santa Barbara Schools," adopted by the Board of Education on March 16, 1967, the Board declared that each individual should have the opportunity to "become aware of, and to understand and appreciate the many varieties of culture in his world, and to relate positively to the diverse people in his community." While seeking to preserve the virtues of the neighborhood school "wherever possible," the Board also declared its intention "to take all practical steps in conformity with sound educational practice by which it can foster the development of racial or ethnic diversity in all of the District's schools and classrooms." The Board further stated that it would investiage fully such ideas as separate primary and intermediate schools as part of planning for the fulfillment of its policy.

In the Superintendent's Master Plan of July 20, 1967, "guiding principles" of educational planning included a commitment to ethnically balanced elementary schools, "insofar as funds will allow"; financing by federal, state, and district funds ("but not to the detriment of basic educational programs");

realignment of attendance areas to promote desegregation, as well as consideration of intermediate schools; and "transportation, where necessary to achieve desegregation," to be furnished by the district. A "basic goal" in the Master Plan was "to provide ethnic and racial balance--insofar as it is feasible, reasonable, and economical in all the schools, with full consideration given to all students."

The problem, then, centers on what is "feasible, reasonable, and economical," and considerations in this regard are complicated by a multitude of issues: Field Act requirements, the expanded crosstown freeway and a possible urban renewal project, continuing discussion of unification, the contrast between the sizes of present school sites and optimum sizes, difficulties in connection with pupil population projections, the economics involved in small schools as opposed to fewer larger schools, school financing in general, the impediments and opportunities provided by the geography of the Santa Barbara area, etc.

The "General Plan" for Santa Barbara, as but one example, states that optimum size for an elementary school is 10 acres and 400 to 600 pupils; for a junior high school 20 acres and a population of 1,000 to 1,400; and for a senior high school 40 acres and a population of 1,800 to 2,600. Yet by these elementary site standards only Adams, McKinley, and Jefferson (on a hill site) would be considered adequate, while by population standards two schools already are too large while four schools are too small. Santa Barbara Junior High fails to meet the site standards, while La Cumbre is above the population standards. Santa Barbara High School is just under optimum site size, while Dos Pueblos and San Marcos are under optimum population size at this time, although growth is expected. Field Act needs already have been mentioned, and each of the issues listed above presents similarly difficult considerations.

These and other issues led the Board of Education, in December 1966, to declare a moratorium on capital expenditures and await the development of three master plans: an educational plan, a school housing plan, and a financial plan. For a variety of reasons progress was minimal, and aside from the Superintendent's Master Plan of last summer, which received only partial acceptance, planning has not been completed and many major decisions still are needed. Mrs. Gleeola Brun, Executive Aide to the Superintendent, has put it this way: "We have a safety problem, a timing problem, an ethnic problem, an educational problem, a school modernization problem, an equal educational opportunity problem, a school site size problem, a growth problem, a staff morale problem, a public relations problem, a money problem, a phasing problem--in whatever order they may be listed, there are all kinds of problems, all requiring sound thinking, wise planning, leadership, and aggressive action."

The Bureau of Intergroup Relations study team cannot provide long-range educational master planning for Santa Barbara. It only can suggest ways in which present intergroup relations problems might be approached and alternative ways in which problems of ethnic and racial balance might be approached, both in terms of immediate steps and as part of long-range master planning. The study team, therefore, strongly urges that a comprehensive study of the district's needs be given top priority in time and resources and that the Superintendent and the Board of Education as quickly as possible establish a master planning team with specific goals, guidelines, and deadlines, and provide the team with adequate professional consultative assistance.

(Included in the Appendix to this report are both Mrs. Brun's suggestions in this regard, "Comments and Suggestions Regarding Field Act Problems and Long-Range Master Planning in Santa Barbara School Districts," and a model set of intergroup relations principles, "Guidelines for Long-Range Planning," recently adopted by the Richmond Unified School District.)

V. RECOMMENDATIONS TO THE BOARD OF EDUCATION

A. Distribution of pupils. It is recommended:

1. That the Board of Education accept this report for study and direct the Superintendent to report to the Board by mid-June on ways in which the following suggestions for immediate action might be implemented by the opening of school in fall 1968, including estimates of any costs involved:

   a. Controlled open enrollment. Suggestions for voluntary transfers at the secondary level were offered in the Superintendent's Master Plan. The Roosevelt PTA, along with other groups, has given public support to the concept. No opposition was expressed during the course of the team study to any type of voluntary transfer plan.

      The study team suggests:

      (1) that pupils at any grade level be given the opportunity to transfer to any school in which their enrollment will contribute to improved ethnic and racial balance;

      (2) that such transfers generally be permitted on the basis of available classroom space but that relocatable classrooms be used to accommodate transfer requests by 20 or more pupils to any given school, if additional classroom space is required;

      (3) that transportation to the school of choice be provided by the district on the basis of distance and safety standards now in effect;

      (4) that an appropriate staff person be assigned as soon as

possible to discuss the educational advantages of such a program with parents and in general to coordinate the affirmative implementation of such a program; and

(5) that other resources adequate to publicize the problem broadly be made available.

b. Attendance boundary changes. Because of population and space problems, study and revision of attendance boundaries and the use of relocatable classrooms is a continuing need. To whatever extent possible, of course, such changes must be planned for more than short-term effect and with minimum disruption of present school and family needs.

The study team suggests that the Superintendent and his staff study and report to the Board by the middle of June 1968 on reasonable changes in attendance boundaries and use of relocatable classrooms that would have a significant impact on ethnic and racial balance.

c. The Franklin School-Community Center. More than a year ago, the district submitted a Title III ESEA proposal for this project, which failed to win Federal approval at that time. Community and staff interest apparently has continued, and rewriting of the proposal is in process. The Franklin site appears to be one of size, location, and potential that might fit into long-range planning.

The study team suggests that the district immediately seek the assistance of local citizens and firms skilled in the drafting of Federal grant proposals so that the best possible effort to secure funds for the Franklin Center is assured. Units within the Office of Compensatory Education, State Department of Education, including the Bureau of Intergroup Relations, should be involved in support of the proposal as part of the district's plan to deal with problems of intergroup relations, compensatory education, and ethnic and racial balance.

d. *District-wide educational, cultural, and social events.* There are many ways in which children from different schools, backgrounds, and economic levels can be brought together to work creatively on common problems. An all-district orchestra is one example; a special district-wide science program is another. Athletic events without inter-school competition offer a variety of possibilities. There are many such programs which are better served by broad participation than by limited one-school involvement, and which also have the effect of bringing children of different ethnic and racial groups together.

The study team suggests that the Superintendent and his staff study and report to the Board by the middle of June on programs of this type in which the educational advantages would justify the added costs, and which would provide a valuable first step toward integration.

2. That the Board further direct the Superintendent to submit for Board approval by the end of June, a *proposal for master planning* in terms of educational, housing, and financial needs. Included in the proposal would be suggested members of the Master Planning Team(s); an outline of coordinated community involvement in the master planning;

guidelines for racial and ethnic balance, intergroup relations, and other aspects of the planning; deadlines for completion of various stages of the planning; and a budget for the master planning effort.

The following alternative *long-range proposals* are presented as possible courses of action to be studied by the Master Planning Team:

a. *Special high school exchange program.* In a modification of the APEX program recently undertaken by the Los Angeles Unified School District, each of the three Santa Barbara high schools, in addition to a comprehensive program, would offer special course work in selected fields.

One school, for example, might offer special courses in art, music, and drama. Special science and technical crafts work might be offered at another school. A broad variety of courses in social science might be offered at the third school. This program would not simply offer high-ability advanced courses, but also would include unusual courses attractive to the student of average ability, as well as intensive remedial courses. Courses would be divided among the schools to insure diversity of economic, ethnic, and ability groups.

Students in any area of the district would be permitted to attend the school offering special courses in their area of interest--as full-time students at that school, for several periods each day, or for two or three full days a week. Transportation would be provided by the district.

Examination of the Los Angeles program and planning for Santa Barbara's particular needs could begin immediately, with implementation of such a program possible on a limited basis within a relatively short time.

b. Lincoln School. The Santa Barbara "General Plan," adopted in 1964, stated that "because of the location of the Lincoln School in a non-residential area it is proposed that the existing facility be phased out and replaced by an elementary school in the high-density area to the north." The logic of that argument still holds, although the resistance of some parents to such a proposal is understandable and arguments for replacement of other schools in the district, based upon other considerations, seem equally valid.

Because of the reasons cited above, and the ethnic imbalance and the effects upon educational achievement cited in the third section of this report, the district should commit itself to a more desirable and economical educational program for children in the Lincoln attendance area, while at the same time making full use of the present site as a cultural center, adult education center, library, museum, or science center.

The effect upon parents and pupils in the Lincoln area is most important, of course, and the alternative ways for dealing with the school that are offered below should be given careful consideration.

c. Elementary school reorganization.

Plan 1. Primary schools (K-3) would be maintained at all present elementary sites. Intermediate schools (grades 4-6) would be operated at the larger of the present sites, each one serving the primary school on that site and a paired primary school. Roosevelt, Wilson, Lincoln, and Garfield, for example, represent the four smallest elementary sites; two of these schools have high minority enrollment, two have relatively low minority enrollment. If all four of these were to be primary schools, they might be paired with Franklin, Peabody, Adams, and McKinley, respectively which would contain both primary and expanded intermediate schools on their larger sites, and thus help to solve problems both of housing and imbalance. Distances between all pairings are approximately the same. (Three of these pairings it should be noted, are suggested in a slightly different plan offered by Mrs. Belden.)

If a pilot project were to be initiated as a first phase, the study team suggests that two primary schools be involved, one high and one low in minority concentration, as well as two primary-intermediate schools. Phasing out of the upper grades in elementary schools intended only as primary schools might be accomplished one grade per year or at once, depending upon construction and use of relocatable classrooms.

Plan 2. The district would shift to a total primary-intermediate program with separate K-3 and 4-6 schools. Pairing would be based on considerations of ethnic and racial balance, housing, distance, and other factors.

The examples given in Plan 1 above might apply, with the larger sites containing 4-6 schools only. The advantages in separate primary and intermediate schools were touched upon in the Superintendent's Master Plan but have been described in more detail by the Stanford Research Institute and other educational planners. Dr. Carl M. Schmitthausler, Director of Elementary Instruction, has prepared a rationale applicable to Santa Barbara.

Plan 3. The K-6 elementary pattern would be retained, but for reasons of economy, housing, educational advantage, and improved ethnic and racial balance, facilities would be consolidated in a smaller number of elementary schools, utilizing larger sites. This is a rational alternative for long-range planning. In order to provide for a transitional period and community acceptance, Plan 1 above might be used to phase in to the larger schools. For example, eight elementary schools of 800 pupils each, similar to the enrollment of Franklin at this time, would make possible the solution of many district problems, including that of racial and ethnic balance, in a "larger neighborhood" arrangement and without changing the present grade pattern.

3. That the Board of Education subsequently approve implementation of the suggestions for immediate action as indicated by the Superintendent and approve the Superintendent's proposal for master planning.
4. That the Superintendent designate an appropriate administrator to coordinate implementation of the suggestions for immediate action, and other aspects of the district's program in the area of intergroup relations and alleviation of racial and ethnic imbalance.

5. That the districts conduct periodic racial and ethnic surveys of all schools, review the relevant data, and continually take steps to maintain an approximate racial and ethnic balance.

B. Intergroup relations: It is recommended:

1. That the Superintendent appoint an intergroup relations committee, composed of administrators and faculty members, to develop the in-service education program recommended below, initiate pupil human relations committees, evaluate curriculum materials and explore the other areas suggested in section III. E. of this report. The committee also should examine ways in which the ESEA Title I program might fit into this effort. The Bureau of Intergroup Relations might provide consultant service to the committee.

2. That the administration plan and begin to implement as soon as possible an extended, mandatory in-service training program for all staff. This program, coordinated by the intergroup relations committee, should include:

   a. Dissemination of informational material on intergroup relations, the history and culture of various minority groups, and minority group problems today. (Emphasis should be placed on the classroom use of the material and on the value of this type of education for majority group as well as minority group pupils.)

   b. Presentations by and discussions with outstanding minority group educators, specialists, and community persons.

   c. Regularly scheduled faculty meetings at which teachers discuss, with qualified resource persons, intergroup relations problems that affect their daily work.

   d. An in-depth sensitivity training program as the basis of the entire program.

   e. Provision for compensation in time off, institute credit, or direct fees to participants. (Minimum day schedules often can be used to better advantage in connection with in-service training.)

3. That the Superintendent develop a plan whereby the Mexican American and Negro communities of Santa Barbara might select broadly representative advisory committees. During the period of implementation of any proposals arising from this report, the committees would hold regularly scheduled meetings with the Superintendent and staff to discuss matters of mutual concern. Members of the committees also might assist the intergroup relations committee and review the programs it develops.

4. That the Superintendent, assisted by his staff, review all areas in which parent involvement may be needed or be likely to benefit the parents and the school program, and take steps to develop parent involvement in those areas.

5. That provision be made for establishing faculty-student committees in the junior and senior high schools for the purpose of reviewing the extent of participation of students of all racial and ethnic groups in school activities. The committees should be encouraged to make recommendations for changes that might lead to more extensive participation. The student human relations committees mentioned above, augmented by faculty members, might be given this task.

6. That the Superintendent consider the possibility of employing a district intergroup relations specialist. Consultation on the scope and nature of this position is available from the Bureau of Intergroup Relations.

C. *ESEA, Title I, funds.* That the Superintendent, assisted by his staff, explore with the Bureau of Intergroup Relations and other units of the Office of Compensatory Education ways in which Elementary and Secondary Education Act, Title I, funds might be used to plan and implement proposals contained in this report.

D. *Faculty recruitment.* It is recommended that the Superintendent and the Assistant Superintendent of Personnel Services, with the assistance of the Bureau of Intergroup Relations, teacher organizations and others, explore ways in which more minority-group teachers and administrators may be recruited for positions in Santa Barbara. Programs designed to lead minority-group students in the district to consider careers in education also might be explored.

VI. APPENDIX

- A. Tables 1-6
- B. "School District Responsibility to Prevent De Facto Segregation," excerpt, letter to all California district and county superintendents of schools by Dr. Max Rafferty, State Superintendent of Public Instruction, April 20, 1967
- C. "Comments and Suggestions Re. Field Act Problems and Long-Range Master Planning in Santa Barbara School District," Mrs. Gleeola M. Brun, March 20, 1968
- D. "Guidelines for Long-Range Planning," Richmond Unified School District, January 3, 1968
- E. Excerpt, Suggested Guidelines for Implementation of Senate Bill 53 (Education Code Section 71 /_ STATS. 1967_/)
- F. "Suggested Methods for Reaching Students," Long Beach Polytechnic High School, February 5, 1968
- G. "Suggestions for Teachers and Administrators," excerpt from _Mexican-Americans: A Handbook for Educators_, Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967
- H. "Suggestions for Teachers and Administrators," excerpt, _Afro-Americans in the Far West: A Handbook for Educators_, Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967

Appendix A

TABLE 1

RACIAL AND ETHNIC DISTRIBUTION OF ELEMENTARY SCHOOL ENROLLMENT
SANTA BARBARA SCHOOL DISTRICT
1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		Combined Minority		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Adams	44	9.3	420	88.4	6	1.3	3	.6	-	-	2	.4	55	11.6	475
Cleveland	125	30.0	218	52.3	64	15.3	8	1.9	2	.5	-	-	199	47.7	417
Franklin	488	63.9	98	12.8	164	21.5	10	1.3	-	-	4	.5	666	87.2	764
Garfield	60	16.4	289	78.8	14	3.8	4	1.1	-	-	-	-	78	21.3	367
Harding	290	41.1	391	55.4	9	1.3	11	1.6	3	.4	2	.3	315	44.6	706
Jefferson	58	19.7	232	78.9	1	.3	-	-	2	.7	1	.3	62	21.1	294
Lincoln	212	70.9	27	9.1	51	17.2	6	2.1	-	-	2	.7	271	90.9	298
McKinley	169	32.9	315	61.3	17	3.3	5	1.0	3	.6	5	1.0	199	38.7	514
Monroe	120	20.7	419	72.1	32	5.5	8	1.4	2	.3	-	-	162	27.9	581
Parma	4	22.2	13	77.7	1	.1	-	-	-	-	-	-	5	22.3	18
Peabody	40	8.8	411	90.1	3	.7	2	.4	-	-	-	-	45	9.9	456
Roosevelt	50	11.2	394	88.0	3	.7	1	.2	-	-	-	-	54	12.1	448
Washington	60	10.3	497	85.5	14	2.4	10	1.7	-	-	-	-	84	14.5	581
Wilson	183	48.0	162	42.5	26	6.8	5	1.3	2	.5	3	.8	219	57.5	381
TOTAL	1,903	30.2	3,886	61.7	405	6.4	73	1.1	14	.2	19	.3	2,414	38.3	6,300

TABLE 2

RACIAL AND ETHNIC DISTRIBUTION OF SECONDARY SCHOOL ENROLLMENT
SANTA BARBARA HIGH SCHOOL DISTRICT
1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		Combined Minority		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Junior Highs															
Goleta Valley	112	9.4	1,060	89.4	3	.3	10	.8	1	.1	-	-	126	10.6	1,186
La Cumbre	325	22.8	1,055	74.1	21	1.5	22	1.5	-	-	1	.1	369	25.9	1,424
La Colina	71	5.5	1,211	93.6	3	.2	9	.7	-	-	-	-	83	6.4	1,294
Santa Barbara Junior	399	32.4	709	57.6	111	9.0	11	.9	-	-	-	-	521	42.4	1,230
Total Jr. High	907	17.7	4,035	78.6	138	2.7	52	1.0	1	-	1	-	1,099	21.4	5,134
Senior Highs															
Dos Pueblos	123	7.7	1,453	91.4	5	.3	6	.4	-	-	3	.2	137	8.6	1,590
San Marcos	70	4.1	1,640	95.6	1	.1	2	.1	-	-	2	.1	75	4.4	1,715
Santa Barbara	609	24.7	1,686	68.3	112	4.5	32	1.3	3	.1	27	1.1	783	31.8	2,469
La Cuesta	18	24.0	49	65.3	7	9.5	1	1.2	-	-	-	-	26	34.7	75
Total Sr. High	820	14.0	4,828	82.5	125	2.1	41	.7	3	.1	32	.6	1,021	17.5	5,849
Total Jr. & Sr. High	1,727	15.7	8,863	80.7	263	2.4	93	.9	4	-	33	.3	2,120	19.3	10,983
District Total (Elem. & Sec.)	3,630	21.0	12,749	73.7	668	3.9	166	.9	18	.1	52	.3	4,534	26.3	17,283

TABLE 3

RANKINGS OF SANTA BARBARA ELEMENTARY SCHOOLS

	Minority Population High to Low (1966 Racial & Ethnic Survey)	Economic Status Low to High (1966 War on Poverty Report)	SCAT Total Low to High (6th Grade Results-1965-66)	STEP Reading Low to High (6th Grade Results-1965-66)	STEP Math Low to High (6th Grade Results 1965-66)
Lincoln	1 (89.0)[a]	1[b]	1 (12)[c]	1 (27)[d]	1* (25)[e]
Franklin	2 (88.8)	3	2* (42)	2 (42)	3 (28)
Wilson	3 (58.2)	2	2* (42)	3* (46)	1* (25)
Cleveland	4 (45.3)	6	7* (66)	6* (64)	5* (56)
Harding	5 (44.1)	4	4* (51)	3* (46)	4 (42)
McKinley	6 (43.4)	7	4* (51)	5 (58)	5* (56)
Jefferson	7 (27.9)	12	9* (72)	6* (64)	5* (56)
Monroe	8 (24.7)	9	9* (72)	10* (71)	5* (56)
Garfield	9 (23.9)	5	6 (59)	8* (66)	9 (63)
Peabody	10 (13.8)	13	12* (78)	13 (76)	10* (69)
Washington	11 (13.4)	8	7* (66)	8* (66)	13 (76)
Adams	12 (10.1)	10	12* (78)	10* (71)	10* (69)
Roosevelt	13 (8.7)	11	9* (72)	10* (71)	10* (69)

[a] percentage of minority pupils in total school population

[b] ranking based on Community Action Committee income and poverty data and on estimates by school officials

[c] percentile

[d] percentile

[e] percentile

* two or more schools with same ranking

TABLE 4

RANKINGS OF SANTA BARBARA ELEMENTARY SCHOOLS

	Minority Population High to Low (1966 Racial & Ethnic Survey)	Economic Status Low to High (1966 War on Poverty Report)	SAT Word Meaning Low to High (6th Grade Results-1966-67)	SAT Paragraph Meaning Low to High (6th Grade Results-1966-67)
Lincoln	1 (89.0)[a]	1[b]	1 (14.0)[c]	1 (23.0)[d]
Franklin	2 (88.8)	3	2 (15.1)	2* (24.0)
Wilson	3 (58.2)	2	6 (20.0)	5 (30.0)
Cleveland	4 (45.3)	6	3 (18.0)	2* (24.0)
Harding	5 (44.1)	4	4* (19.0)	6 (30.1)
McKinley	6 (43.4)	7	4* (19.0)	4 (27.0)
Jefferson	7 (27.9)	12	12 (26.1)	13 (41.0)
Monroe	8 (24.7)	9	10* (25.0)	8 (34.1)
Garfield	9 (23.9)	5	7* (24.0)	7 (31.0)
Peabody	10 (13.8)	13	13 (29.0)	10* (36.1)
Washington	11 (13.4)	8	7* (24.0)	10* (36.1)
Adams	12 (10.1)	10	7* (24.0)	9 (35.0)
Roosevelt	13 (8.7)	11	10* (25.0)	12 (37.0)

[a] percentage of minority pupils in total school population

[b] ranking based on Community Action Committee income and poverty data and on estimates by school officials

[c] median

[d] percentage score

* two or more schools with same ranking

TABLE 5

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES CERTIFICATED AND CLASSIFIED ASSIGNED TO SANTA BARBARA ELEMENTARY SCHOOLS 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL	
	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.
Adams	-	2	17	5	-	1	-	1	-	-	-	-	17	9
Cleveland	-	2	16	6	-	-	-	-	-	-	-	-	16	8
Franklin	1	4	30	6	3	-	1	-	-	-	-	-	35	10
Garfield	-	-	15	8	-	-	-	-	-	-	-	-	15	8
Harding	-	2	29	14	-	-	1	-	-	-	-	-	30	16
Jefferson	-	2	12	4	-	1	-	-	-	-	-	-	12	7
Lincoln	1	3	13	4	-	-	-	-	-	-	-	-	14	7
McKinley	-	4	18	3	1	-	-	-	-	-	-	-	19	7
Monroe	-	2	21	6	1	-	-	-	-	1	-	-	22	9
Parma	-	-	2	3	-	-	-	-	-	-	-	-	2	3
Peabody	-	1	14	9	-	-	-	-	-	-	-	-	14	10
Roosevelt	-	2	18	8	-	-	-	-	-	-	-	-	18	10
Washington	-	1	24	12	-	-	-	-	-	-	-	-	24	13
Wilson	-	2	15	5	-	1	-	-	-	-	-	-	15	8
TOTAL	2	27	244	93	5	3	2	1	-	1	-	-	253	125

TABLE 6

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES CERTIFICATED AND CLASSIFIED ASSIGNED TO SANTA BARBARA SECONDARY SCHOOLS 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL	
	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.
Dos Pueblos Sr.	3	6	75	28	-	1	1	1	-	-	-	-	79	36
Goleta Valley Jr.	5	6	57	14	-	-	-	-	-	-	-	-	62	20
La Colina Jr.	2	7	72	19	-	1	-	-	-	-	-	-	74	27
La Cuesta (Cont.)	-	1	5	1	-	-	-	-	-	-	-	-	5	2
La Cumbre Jr.	3	10	75	17	1	1	1	-	-	-	-	-	80	28
San Marcos Sr.	1	7	92	41	1	-	-	-	-	-	1	-	95	48
Santa Barbara Jr.	6	12	73	16	2	5	1	-	-	-	-	-	82	33
Santa Barbara Sr.	3	17	125	33	-	2	1	-	-	-	-	-	129	52
TOTAL	23	66	574	169	4	10	4	1	-	-	1	-	606	246

Appendix B

SCHOOL DISTRICT RESPONSIBILITY TO PREVENT DE FACTO SEGREGATION

(Excerpt, letter dated April 20, 1967, to all California district and county superintendents of schools, from Dr. Max Rafferty, State Superintendent of Public Instruction)

...

State policies explicitly state that school districts have a legal obligation to take reasonable affirmative steps to prevent the segregation of students in schools by race, regardless of the cause of segregation, and to consider the ethnic composition of a school in determining its attendance boundaries.

These policies have been affirmed by the California Supreme Court, the Attorney General and the State Board of Education in Title 5, of the California Administrative Code.

The California Administrative Code, Title 5, states as follows:

> "Section 2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.
>
> "Section 2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:
>
> (a) The ethnic composition of the residents in the immediate area of the school.
>
> (b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.
>
> (c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

These regulations were cited by the California Supreme Court in 1963 in Jackson v. Pasadena School District, when the court stated:

> "So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause antisocial attitudes and behavior. Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."
> (Emphasis added.)

In the only other California court decision on this issue, the Sacramento Superior Court in 1963 relied on Jackson v. Pasadena in directing the Sacramento Unified School District to make a prompt evaluation of its school attendance practices and develop a desegregation plan conforming to State policies.

In an opinion in 1963, the Attorney General concluded that, "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (Emphasis added.)

Some persons have relied on court decisions in other states to conclude that ethnic composition in a school may not be considered in determining school attendance boundaries. These are predominantly cases in Southern states where race has been used to enforce school segregation, rather than to alleviate the harmful consequences of school segregation. In the absence of Federal court decisions to the contrary, school districts in California are bound by decisions of California courts and State Board of Education regulations which have been inferentially upheld by California courts.

Thus, in California, school administrators and school boards have not only the authority, but the legal duty to take reasonable affirmative action to alleviate de facto segregation in the schools.

This does not mean that school districts must adopt any particular plan or method of desegregation, as there are many approaches to correcting racial imbalance. What is reasonable depends on circumstances in each individual school district.

The State Department of Education's Bureau of Intergroup Relations staff is available to offer consultative services to any school district requesting assistance in development of a desegregation plan.

Appendix C

COMMENTS AND SUGGESTIONS RE. FIELD ACT PROBLEMS AND LONG-RANGE MASTER PLANNING IN SANTA BARBARA SCHOOL DISTRICTS

Gleeola M. Brun, Executive Aide, Office of the Superintendent
Santa Barbara School District, Santa Barbara High School District
March 20, 1968

The development of this report in written form is the direct outgrowth of requests by members of the Superintendent's Advisory Committee on Future Educational Needs, with whom I had the opportunity on January 22, 1968, to discuss my viewpoints on current planning problems; and a subsequent request by representatives of the Bureau of Intergroup Relations who have been studying local educational problems at the invitation of the Superintendent.

As introduction, I would like to review again some background information I believe is pertinent to the current school housing situation in the Santa Barbara schools.

Legislation known as the Field Act was enacted by the State Legislature in 1933 immediately following the major Long Beach earthquake in which many public school buildings were totally destroyed. Recognizing the extent of the fatalities and injuries that would have resulted had this earthquake occurred when the public schools were in session, the State firmly declared that all public school buildings built from that time on had to meet minimum standards of structural safety prescribed in the Field Act and the implementing of Title 21 of the California Administrative Code.

These laws did not require that then-existing school buildings be brought up to prescribed safety standards. Consequently, many school systems, including Santa Barbara, undertook little or no corrective action to bring pre-Field Act buildings up to the same safety standards prescribed for new school buildings.

The obligation to do something about these safety standards was brought into focus in 1964 when the Attorney General of the State of California ruled that a school district governing board was required to take such corrective actions whenever it became informed that unsafe conditions existed in a school building.

The Attorney General refined this obligation in his 1966 opinion that a school board was required not only to act when it was informed, but to make itself informed by initiating studies of the structural conditions of school buildings not built according to State safety standards. The Attorney General's opinion also stated that Board members were personally liable for deaths or injuries of students and teachers resulting from any such unsafe conditions.

The first impact of the Field Act problem was felt here in 1957 when the main building at La Cumbre Junior High School caught fire. Since the cost of repairing the fire damage came to more than $10,000., the Board had to bring this building up to safety standards of the State law.

Field Act Problems and Master Planning - March 20, 1968

The following impact of the Field Act problem was felt locally in the 1964-1965 school year. In February, 1965, the Citizens' Advisory Committee on Elementary District Housing Needs, whose studies preceded the 1965 bond election, recommended to the Board that all elementary schools in Santa Barbara be brought up to equal educational and operational standards. To achieve this goal, the Committee recommended that substantial investments be made in older Santa Barbara elementary schools to equate them with the newer elementary schools. The Committee had reservations, however, about the economic feasibility of proceeding with the investments needed at Lincoln and Wilson Schools, since these schools were built in 1922 and were then well over 40 years old.

As recommended by the Committee, the Board proceeded with structural investigations of the main buildings at Lincoln and Wilson Schools, with the result that these buildings were torn down and replaced partly with permanent structures, and partly with temporary structures. These decisions came after the amount of the 1965 elementary bond issue had been determined. Consequently, before any of the bonds authorized in 1965 were sold, the District was already short of funds with which to accomplish the building program anticipated during the election campaign.

The next impact came following the Attorney General's opinion in 1966 when the Board retained a competent structural engineer to examine and report on other major pre-Field Act buildings then in use in Santa Barbara. As a result of the engineer's reports on Franklin and Roosevelt main buildings (constructed in 1924), in August, 1966, the Board decided to discontinue use of these buildings and to provide temporary buildings at these schools beginning the following month, September, 1966. The main buildings were subsequently torn down, and permanent solutions to the school housing needs at these schools have not yet been determined.

Many other school districts were also faced with Field Act problems, and hopes were expressed that the 1967 State Legislature would do something to take such districts and their governing board members "off the hook." In December, 1966, the Santa Barbara Board of Education declared a moratorium on further capital expenditures in Santa Barbara schools pending resolutions of uncertainties at that time concerning (1) new Field Act legislation; (2) the impending school district unification election (held in February, 1967); and (3) unknown financial situations in each of the Santa Barbara school districts.

The moratorium was declared with the understanding that the administration would proceed with development of three master plans in the following order, with recommendations to be submitted to the Board by June, 1967, on:

An educational master plan;

A school housing master plan to accommodate the educational master plan;

A financial master plan to accommodate both the educational and school housing master plans.

During the 6-months' period from December, 1966, to June, 1967, other major decisions were being made. The unification proposal was defeated at the polls; the incumbent Assistant Superintendent of Instruction resigned and a new Assistant Superintendent was elected; two new Board members assumed office; and new State laws concerning the Field Act were enacted through passage of the much-discussed AB 450, effective as an urgency measure in May, 1967. Minimal progress was made on comprehensive studies leading toward the three master plans noted above.

The State did not let local school districts and Board members "off the hook" in any easy manner. Instead, the State reaffirmed its intent that safe educational facilities be provided for California school children, and it set forth specific procedures by which Board members could relieve themselves of personal liability through a series of orderly steps.

In brief, the new State law anticipates that by January 1, 1970, a local school board shall initiate the examination, report, and cost estimate requirements of the new law; that it shall develop "a plan" for the repair, reconstruction (including modernization if the board so wishes), or replacement of school buildings found to be "unsafe" in relation to the level of safety established by the Field Act and Title 21; and that the Board shall take alternative steps set forth in the law to provide the monies necessary to accomplish its "plan."

However, since the Santa Barbara Board of Education had already initiated the 1966 structural examinations of major pre-Field Act buildings in Santa Barbara, our Santa Barbara County Counsel ruled in effect that the time schedule in which to complete the examination, report, cost estimate, and planning decisions required by AB 450 was foreshortened. The Board was advised to proceed immediately to get the prescribed information and to develop its plan. Its deadline for this task was technically last November, six months after the new law became effective.

In July, 1967, the Superintendent presented his recommendations to the Board and the public on a master plan for Santa Barbara elementary schools at a total estimated cost of $5. million. This plan has been widely discussed, but it has not been generally accepted. Specific recommendations on a master plan for the secondary schools were to have been presented last fall.

All of which brings us to the point of the multiple planning decisions needed now. Clearly, the immediate problem is the legal requirement to provide safe school buildings for present and anticipated students in the Santa Barbara school system. Equally clearly, the total problem is not restricted to that of structural safety of school buildings. We have a safety problem, a timing problem, an ethnic problem, an educational problem, a school modernization problem, an equal educational opportunity problem, a school site size problem, a growth problem, a staff morale problem, a public relations problem, a money problem, a phasing problem---in whatever order they may be listed, there are all kinds of problems, all requiring sound thinking, wise planning, leadership, and aggressive action.

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Educational demands and responsibilities are increasing at a geometric rate, rather than an arithmetic rate, at the same time that educational dollars are increasingly difficult to come by. The decisions that must be made in the next few weeks and months will inevitably determine for years to come the educational destinies of thousands of young people, and the destinies of thousands of taxpayers for school tax dollar requirements.

The decision-making process must address itself to both immediate needs and long-range needs if we are to avoid precipitous, short-range decisions that will only create new issues; perpetuate a plethora of crises of the moment; and invite vacillation, unfulfilled plans, and a "credibility gap" of unknown proportions between the public schools and the public we are committed to serve.

I believe strongly that it is incumbent upon all of us - Board members, administrators, teachers, classified staff, parents, students, other citizens - to devote our thinking NOW to identifying our goals for the next 15 to 20 or more years; defining what kind of schools will be needed where for what educational programs; determining the steps that must be taken; and then making sure that each decision and each dollar spent leads logically into the succeeding steps required to attain the goals. This is my concept of sound master planning.

Before proceeding further with specific suggestions, I would like to interject some personal comments. First, I thank Dr. Scharer publicly and directly for this opportunity to make these statements. My reactions on what I consider to be the inter-related problems of the Field Act and long-range planning are well known to him and other members of his immediate staff. I am grateful for Dr. Scharer's courage and largesse in not only permitting but providing opportunities for a classified member of his office staff to react so candidly to a plan with which he has been so closely identified.

Second, I intend no inference through my statements that I think I know the answers. On the contrary, I am still trying to analyze what the questions are. My basic position is that the issues must be identified before the questions are formulated, and the scope of the problem must be recognized before commitments to alternative answers are made.

Following are specific suggestions to translate this concept into recommended actions:

1. That the realistic expectancy of needing a school at its existing location for at least the next 20 years or more be the determining factor on whether any additional capital investments should be made in the school.

2. That the following factors be applied in the order listed to determine and plan for "what" is to be done at a particular school, and that the "what" be expanded to include: repair, reconstruct, modernize, replace, discontinue, consolidate or incorporate with another school, or enlarge (buildings and/or acreage).

a. Educational inadequacies for the present educational program and for the anticipated future educational program to be conducted there

b. Adequacy of the site (6 of the present elementary schools, Santa Barbara High School, and Santa Barbara Junior High School are now located on "too-small" sites according to the Board's own criteria for selecting new school sites)

c. Future life expectancy of the particular building under consideration (if it appears that certain buildings should be phased out, no more monies should be invested in them)

d. Engineering studies

e. Age of the building (the "youngest" of our pre-Field Act buildings is now 36, the main building at Santa Barbara High School is 44 years old)

f. Cost of alternative courses of action

3. That sites and buildings at school units deemed to be expendable be sold, and the proceeds applied to improving the remaining schools.

4. That no monies be committed for "bare bones rehabilitation" without modernization to effectuate the instruction to be conducted, and equal facility standards among schools.

5. That we return to the concept that an educational master plan, including workable solutions for the education of ethnic groups, comes first - then a housing master plan - then a financial master plan.

6. That more stable arrangements be made for the housing of special education classes that are moved annually from school to school depending on where empty classrooms may be located, and to provide adequate facilities for Parma School.

7. That present trends to expand pre-school classes, children's centers, continuation high schools, and other extensions of the regular school program be realistically assessed, and that planned provision be made for more permanent housing for such programs.

8. That the implications of this year's changes in the kindergarten laws be translated into the number of kindergarten classrooms that should be anticipated.

9. That there be larger, fewer, better-equipped elementary schools in contrast to continuing the present 13 elementary schools "just because they are already there"; that sufficient facilities of various kinds indicated by the educational master plan be provided for the so-called

regular program and the special kinds of instructional assistance required for handicapped and disadvantaged children.

10. That the matter of bussing elementary school students not be abandoned as a means of achieving ethnic balance at all schools because of the disproportionate amount of unfavorable attention that bussing students under the July, 1967, plan may have received. If the suggestion in #9 above should be accomplished, some bussing of students to and from the "fewer, larger, better" schools would most likely have to be an inherent part of the planning.

11. That the size of the total problem not be tailored to the major degree being discussed now within the framework of the known monies available in the next two years or so. This is utterly unrealistic if I have any grasp at all of the total problem, our experiences here in Santa Barbara within the last six to eight years, and the experiences of 71 other Southern California school districts reflected in the Schwilke report.

I do not minimize in these points the requirement that practical, workable solutions be found on the ethnic problem. This requirement is reflected in all of my comments and suggestions even though the words may not be directly expressed. The triumvurate of education, housing, employment has been discussed in philosophical terms long enough. Everyone has an opinion on which comes first. Now I'll express mine. Education has the clear-cut responsibility to take the lead in assimilating Americans who are aliens in their own country into the main stream of American life.

I close without apology for the length of this statement. It is the shortest of several successive drafts, and much more could be said. Three points will suffice as a summary.

1. The whole of the problem is greater than the sum of the parts that have been presented for discussion thus far;

2. Santa Barbara, has, through the vehicle of the Field Act problem, the one golden opportunity it may ever have to develop and accomplish sound master planning for what education should achieve in this community.

3. If these problems cannot be resolved in Santa Barbara, there is little hope that they will be resolved in other communities.

GMB/ls

GUIDELINES FOR LONG-RANGE PLANNING

Adopted by Board of Education, Richmond Unified School District

January 3, 1968

1. The board of education of the Richmond Unified School District reaffirms its commitment to equality of educational opportunity for all students. Recognizing that desegregation and compensatory education are necessary to achieve equality of educational opportunity, plans for correcting racial and ethnic imbalance will continue and accelerate as new schools are built and decisions are made on grade reorganization.

2. Administrative staff will plan for integration in sequential steps in conjunction with teachers, community representatives and consultants from local, county and state agencies, viz., education, health, social services, police, employment, as required.

3. Schools in disadvantaged areas will receive special consideration regarding teacher placement, school supplies and curriculum design.

4. Parental involvement (from all communities) and general community support will be sought and utilized to strengthen the district's programs and encourage interpersonal and intergroup activities in integrated meetings. The district's intergroup relations specialist shall be instrumental in arranging for meetings in the neighborhoods and act as a communicating link between schools and the people they serve.

5. Courses dealing with American History, including Mexican American culture, and the contributions of all minorities will be developed further. School-community activities such as plays, concerts, international fairs, shall feature cultural diversity. Citizens from the community (Anglo, Mexican American, Negro) should be involved in the planning for such events.

6. Racial and ethnic data from each school will continue to be gathered by the district. Adjustments in the composition of school populations will be made as feasible to improve the racial balance of schools. Changes may be accomplished by redrawing boundaries, modifying grade assignments or effecting student transfers in conformity with the Richmond Unified School District's long-range plan for integration.

7. In conformity with Sections 2010 and 2011, Title 5, California Administrative Code, one of the primary criteria for all building plans and site selection shall be the immediate effect on existing racial and ethnic imbalance. This shall be considered in relation to the district's long-range integration plan.

8. Programs of in-service education and intergroup education for certificated and classified personnel, cooperatively planned, shall continue to be an integral part of the integration process. The district's intergroup relations specialist shall be instrumental in the planning and implementation of in-service programs.

9. Counseling, special education and special services will be reassessed in terms of their effectiveness in meeting the needs of all students.

10. The instructional program shall stress flexibility, and grouping practices shall be reassessed periodically to allow all students to progress educationally to the optimum of their ability.

11. Periodical evaluations of the guidelines shall be held.

EXCERPT, SUGGESTED GUIDELINES FOR IMPLEMENTATION OF SENATE BILL 53*

(Bilingual Instruction)

6.0 Grouping practices for language instruction

6.1 Isolation from the mainstream of the school's educational program is not considered advantageous. The emphasis of schools should be upon the grouping of students for bilingual instruction that will maximize instructional benefits to the pupils.

6.2 Students may be assigned to programs of special language instruction for a limited period of time each day, but all students, regardless of language ability, should have the opportunity to participate in all activities which are part of the regular school program. Special consideration as to possible exceptions from the latter statement may be made from those activities which require competence in English, spoken or written, which these children do not possess. The intent here is to minimize student failure and loss of self-image.

6.3 In no way should these guidelines be interpreted as bypassing the State Board of Education policy in regard to segregation on the basis of race, color, or ethnic condition.[1] In order that the student be phased into the regular school program as soon as possible, schools should insure that well-qualified teachers and other personnel carry on a continuous review and evaluation of each pupil's ability and readiness to profit from the regular school program.

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[1] California Administrative Code, Title V, Article 2010-2011.

*California State Department of Education, Intradepartmental Committee on Bilingual Instruction, January 5, 1968.
(Education Code Section 71 /STATS. 1967/)

LONG BEACH UNIFIED SCHOOL DISTRICT
Long Beach Polytechnic High School
Office of the Principal

February 5, 1968

SUGGESTED METHODS FOR REACHING STUDENTS
(Reported by Department Heads to the Faculty Council)

1. Have one or two individual grade conferences with students - encourage and motivate as well as discussing grade status.

2. Provide for "success projects" or middle ground assignments for those students who won't or can't do regular assignments.

3. Bolster the ego of students by finding something of merit - in or out of the classroom.

4. Provide for max-utilization of the reading lab and other small group instruction.

5. See that every student achieves some success.

6. Continually emphasize the importance of good attendance - follow up immediately on attendance or tardiness problems.

7. Allow the better students to help the slower students or non-readers.

8. Allow students more freedom in selecting projects.

9. Take more field trips.

10. Display the work of students.

11. Single out some students each day for individual attention.

12. Notify parents about the after-school tutoring program.

13. Remove some of the threat of grades by less emphasis on grading - especially in elective classes.

14. Know your students better. Check the cumulative record. Have students write an autobiography as they might do in a job application.

15. Try to relate information to the immediate needs of the students.

16. Build lessons around the students' plans for the future.

17. Use role-playing or playlettes.

18. Use current events more.

19. Check the grading system with others in the department.

20. Exchange demonstration lessons with other teachers.

21. Share good ideas at department meetings.

22. Use E, S, N for grading daily work of basic students.

23. Try writing a note to a student to reprimand him rather than doing it aloud in class.

24. Give bonus points for attendance - especially on test days.

25. Break down your content into modules of accomplishment for learning in smaller parcels and with more immediate goals.

26. Provide for some kind of individual recognition almost daily.

27. Work out class plans and goals with the class.

28. Evaluate learning in a variety of ways - not just by written tests.

29. Experiment with other teachers with team teaching.

30. In every way try to be more positive - rely less on threats.

31. Identify your low achievers early in the semester and zero in on them immediately. Advise them and their parents of the extra help available at school.

32. Motivate all students to participate in the student activities of the school - athletics, clubs, etc.

33. Utilize more student leadership in class. This helps students to assume more responsibility for good discipline - it doesn't all come from the teacher. Have class officers.

34. Emphasize that a "new deal" is available each semester - fresh start.

35. Always keep the students busy in class, varying the activity during each class period.

36. Plan assignments that enable a student to maintain at least a "C" average if he is doing his best.

37. Utilize better the A-V materials available - not just films but records, tapes, exhibits, pictures, charts, etc.

38. Improve the self image of low achievers.

39. Constantly re-examine teaching methods, grading practices, course objectives with an eye to reaching all students and enabling all students to achieve some measure of success.

RECOMMENDATIONS FOR THE SCHOOL

1. Attempt to better the attendance of students and reporting procedures. Provide a convenient way for teachers to report attendance problems to parents.

2. Reduce class size.
3. Provide more teacher aides.
4. Consider changes in our ability grouping system.
5. Make some modifications in our curriculum, such as, a greater variety of course offerings within existing course structures.

Appendix G

SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

(Excerpt from Mexican-Americans: A Handbook for Educators,
by Jack D. Forbes, Far West Laboratory for Educational
Research and Development, Berkeley, 1967)

A. Insofar as is feasible a school serving substantial numbers of Mexican-American pupils should serve as a bridge between these students and the adult world which they will subsequently enter. This adult world will sometimes be Anglo in character, but more often it will be of mixed Anglo-Mexican culture. In any case, the school, if it is to be a bridge, must serve as a transitional experience and not as a sudden leap into a totally foreign set of values and practices.

1. The school environment should have some element of Mexican character, subject, of course, to the desires of the local Mexican-American community. Such character can be created by means of murals depicting aspects of the Mexican-American heritage, Hispano-Mexican architecture, the erection of statues depicting outstanding leaders of Mexican ancestry (such as governors of California), displays of Mexican arts and crafts, bulletin boards depicting Mexican persons and accomplishments, and by the adoption of a name for the school which is relevant to our Hispano-Mexican past. The expense involved in the above will not necessarily be great, as adults in the local Mexican-American community might well become involved in projects which would have the effect of making the school "their" school.

2. Teachers and administrators in such a school should be familiar with the Spanish language and should be encouraged to utilize this linguistic asset. At the very least, every such school must possess several professional employees capable of conversing with Spanish-speaking parents, since it is generally accepted that a successful school program demands adequate parent-school interaction and communication.

3. Communications intended for parents, such as announcements, bulletins, and report cards, should be prepared in both English and Spanish. Similarly, Parent-Teacher Association groups should be encouraged to follow a bilingual pattern. Where many parents cannot understand Spanish, consideration should be given to organizing an English-speaking sub-section for those parents who are not bilingual; or, more preferably, using the P.T.A. as a vehicle for teaching Spanish and English to all parents.

4. Every effort should be made to encourage full development in both Spanish and English. Until truly bilingual schools become a reality, this may mean essentially that both Spanish and English are taught in the elementary grades. On the other hand, imaginative administrators and teachers may wish to further encourage a bilingual atmosphere by the use of signs and displays throughout the school featuring both languages.

5. In schools composed primarily of Spanish-speaking pupils, and where permitted by law, instruction should probably commence in Spanish,

with English being taught as a second, or foreign, Language. In a mixed school both Languages will need to be taught as if they were new idioms.

6. Supplementary materials utilized in the classroom, as well as library resources, should include Spanish-language and/or Mexican-oriented items (magazines, newspapers, books, phonograph records, films, et cetera), in order to provide bilingual and bicultural experiences for all pupils.

7. Curricula in the school should possess a Mexican dimension wherever appropriate. In social science courses where the development of the Western Unitied States is being discussed. attention should be given to the Hispano-Mexican pioneers of the Southwest, to Mexican governors and explorers, and to economic and political developments taking place under Mexican auspices. Courses in state history in the Southwest should devote considerable time to the total Mexican heritage, including that of modern-day Mexican-Americans.

8. Courses in literature should include readings in Mexican literature (in translation, if necessary) and works by and about Mexican-Americans.

9. Curricula in music and "music appreciaton" should give attention to all classes of Mexican music, including folk-Indian, Hispano-Mexican, and neo-classical forms. In many schools, instruction in mariachi music, Aztec music and dance, or Mexican brass band might well replace or supplement the standard band and orchestra classes.

10. Art and craft courses should acquaint all pupils with Mexican art forms and should provide instruction in Mexican ceramics, mosaic work, weaving, et cetera, wherever feasible or appropriate.

11. Mexican cooking, folk-dancing, and costume-making should be available as a part of the school's programs in home economics and fine arts wherever sufficient interest exists.

12. Mexican-American adults and youth should be involved in the life of the school as resource people, supplementary teachers, teacher's aides, and special occasion speakers. One of the primary objectives of educators should be the linking of the school with the local adult community.

13. Our Mexican cultural heritage, whenever brought into the school, should be treated as an integral and valuable part of our common southwestern legacy, and not as a bit of "exotica" to be used solely for the benefit of Mexican-American pupils.

14. In a school composed of students from diverse cultural backgrounds every effort should be made to bring a little of each culture into the school. A part of this effort might involve incorporating each major ethnic celebration into the school routine (focusing on Chinese-Americans at Chinese New Year, Mexican-Americans during Cinco de Mayo, et cetera).

15. Counselors (and to a lesser degree, the entire staff) should receive special training in Mexican-American culture and history and should have a background in anthropology and/or sociology.

16. School personnel who believe that it is important to examine pupils periodically in order to provide data on "ability" for future counseling or "tracking" should wish to obtain accurate information by the use of tests which are relatively unbiased. It is difficult to ascertain the potential of Spanish-speaking or dialect-speaking youth by means of standard English-language tests, nor can that of low-income students be predicted on the basis of tests oriented toward middle-class paraphernalia or concepts. On the other hand, biased tests will substantially predict the formal achievement level of culturally different pupils attending biased schools. Therefore, a change in tests will accomplish little unless accompanied by changes in the school, which serve to realize and enhance the potential revealed by the new test.

B. The above suggestions are basically designed to change the atmosphere of the school so as to provide greater motivation for all concerned, as well as to impart useful knowledge. In addition, many curricular and methodological innovations are available which are expected to improve learning for all students and these new programs should certainly be made available to Mexican-American youngsters. It is to be suspected, however, that a school which is basically indifferent or hostile toward the Mexican heritage will not succeed in stimulating greater learning merely by the use of methodological innovations unaccompanied by a change in the general orientation of the school.

SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

(Excerpt from Afro-Americans in the Far West: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967)

VII. SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

A. A school serving Afro-American pupils should serve as a bridge between these students and the adult world which they will subsequently enter. This adult world will sometimes be Anglo in character, but more often it will be of a mixed Anglo-Negro culture. In any case, the school, if it is to be a bridge, must serve as a transitional experience and not as a sudden leap into a foreign set of values and practices.

Additionally, American Negroes live within the margins of a society which has treated them in an almost unbelievably repressive manner for three hundred years, and more terribly still, has attempted (consciously or otherwise) to instill in the Negro a sense of inferiority. The school must address itself to the task of bolstering the self-image of black pupils and adults in order to overcome the psychological effects of centuries of discrimination. This is a doubly difficult task in view of the continuing reality of life in the United States, but it must be undertaken as a central function of any school serving Afro-Americans.

For all of the above reasons such a school needs to develop a set of strategies, in close collaboration with the local black community, which will make the school truly belong to the people being served, rather than to the people who operate the school system.

The following are suggestions which hopefully will help to bring about such a change.

1. The school environment should have some element of Afro-American character, subject, of course, to the desires of the local black community. Such character can be created by means of murals depicting aspects of the Afro-American or African heritage, the erection of statues depicting outstanding leaders of African ancestry, displays of African and Afro-American arts and crafts, bulletin boards depicting black people and their accomplishments, and by the adoption of a name for the school which is relevant to our Afro-American past. The expense involved in the above will not necessarily be great, as adults in the local Afro-American community might well become involved in projects which would have the effect of making the school "their" school.

2. Teachers and administrators in such a school should be familiar with the dialect spoken by the pupils and should be encouraged to utilize this language wherever appropriate in order to enhance communication both with pupils and with parents.

3. Imaginative administrators and teachers may wish to further linguistic development by using the local dialect as an initial means for introducing language concepts and for developing bi-dialectical skills.

4. If the local dialect is sufficiently different from standard English, the latter will need to be taught with an "English as a second language" technique.

5. Where the local community is interested, non-European languages spoken in Africa (such as Arabic, Swahili, or Yoruba) might be offered along with, or in place of, European languages at the secondary level. The United States needs persons able to speak African native languages and likewise certain Afro-American groups are interested in having such idioms taught.

6. Supplementary materials utilized in the classroom, as well as library resources, should include numerous Negro-oriented items (magazines, newspapers, books, phonograph records, films, et cetera), in order to provide cross-cultural experiences for all pupils and to provide an atmosphere relevant to the black pupil's heritage.

   Afro-American periodicals used in the school should cover the full range of opinion, including, for example, Ebony magazine with its basically Negro middle class orientation, militantly separatist Liberator magazine, and Mr. Muhammad Speaks, an organ of the Nation of Islam. The issues raised by these various publications are often real issues which cannot be ignored by a school designed to be involved with the community and its concerns.

7. Every effort should be made to acquaint pupils and visiting parents with the rich literature now available pertaining to Africa and Afro-Americans. Many techniques are useful, including a permanent display case near the main entrance to the school, a paperback library operated by students or parents, a paperback bookstore, and an extensive use of supplementary soft-cover books as a part of regular classwork. Books by black authors should be given special prominence, as in a display case where photographs of the author can be placed next to the book being exhibited.

8. Curricula in the school should possess a Negro dimension wherever appropriate. In social science courses where the development of the western United States is being discussed, attention should be given to the black pioneers of the Southwest, to Negro governors, explorers and soldiers, and to more recent Afro-American

developments. Courses in Afro-American history should be offered in all schools attended by pupils of African ancestry and these courses should not limit their attention to United States English-speaking Negroes.

9. Courses in literature should include readings in African and Afro-American literature (in translation, if necessary) and works by and about Negroes.

10. Curricula in music and "music appreciation" should give attention to all classes of Afro-American music, including folk-"blues", jazz, Afro-Brazilian, Afro-Cuban, Calypso, and other forms. In many schools, instruction in Afro-American musical forms might well replace or supplement the standard band and orchestra classes, in order to take advantage of one of the important assets brought to school by many Negro pupils.

11. The dance would appear to be an area where many black young people can readily contribute to the enrichment of a school's program. While it would be a mistake to hold that all youth of Negro background are "good dancers", it is nonetheless true that black culture encourages the development of this skill. African and Afro-American dance styles should be included in any dance curriculum, along with other forms of the art.

12. Arts and crafts courses should acquaint all pupils with African and Afro-American art forms and should provide a close tie-in with the various "Black Arts" movements developing in ghetto communities.

13. Southern Negro cooking should be available as a part of the school's programs in home economics wherever sufficient interest exists.

14. Since one of the primary objectives of educators should be the linking of the school with the local adult community, it follows that Afro-American adults and youth should be involved in the life of the school as resource people, supplementary teachers, teacher's aides, and special occasion speakers.

    Additionally, local advisory committees should be asked to help develop policy either for a neighborhood school or for a Negro-oriented cultural enrichment program in a district-wide or regional school. No elements of African or Afro-American culture should be introduced into any school without the active participation of local black people in the development of the program.

15. Our Afro-American cultural heritage, whenever brought into the school, should be treated as an integral and valuable part of our common legacy, and not as a bit of "exotica" to be used solely for the benefit of black pupils.

16. In a school composed of students from diverse cultural backgrounds every effort should be made to bring a little of each culture into the school. A part of this effort might involve incorporating each major ethnic celebration into the school routine (focusing on Chinese-Americans at Chinese New Year, Mexican-Americans during Cinco de Mayo, Negroes during Negro History Week, et cetera).

17. School personnel should receive special training in Afro-American culture and history and should have some background in anthropology and/or sociology. It may well be that school personnel hired for employment in ghetto-area schools should have several weeks of intensive pre-service training in cross-cultural dynamics not unlike that received by Peace Corps and VISTA trainees. Such training should actively involve persons from the local community to be served.

18. A school serving a ghetto neighborhood should become closely identified with the aspirations of the local community and should function, in so far as is possible, within the framework of the local culture. This may call for much reorientation on the part of middle class school personnel, whether of African or non-African ancestry. It will also call for a revamping of the curricula so that course content deals with the real world perceived daily by ghetto children. For example, courses in United States Government should describe the manner in which political action actually takes place and not an idealized version of what might be the case in some non-existent utopia. Perhaps one appropriate manner in which to teach governmental concepts might involve training secondary-level students as community organizers or community service workers.

19. School personnel who believe that it is important to examine pupils periodically in order to provide data on "ability" for future counseling or "tracking" should wish to obtain accurate information by the use of tests which are relatively unbiased. It is difficult to ascertain the potential of dialect-speaking youth by means of standard English-language tests, nor can that of low-income students be predicted on the basis of tests oriented toward middle-class paraphenalia or concepts. On the other hand, biased tests will substantially predict the formal achievement level of culturally different or low-income pupils attending biased schools. Therefore, a change in tests will accomplish little unless accompanied by changes in the school, which serve to realize and enhance the potential revealed by the new test.

20. Maximum use should be made of techniques which are designed to enhance self-concept and involve the community in the life of the school, including the use of parent teaching aides, older pupils as tutors for younger pupils, and college students of minority background as para-professional counselors. See subsection D (below) for additional related suggestions.

B. The above suggestions are basically designed to change the atmosphere of the school so as to provide greater motivation for all concerned, as well as to impart useful knowledge. In addition, many curricular and methodological innovations are available which are expected to improve learning for all students and these new programs should certainly be made available to Afro-American youngsters. It is to be suspected, however, that a school which is basically indifferent or hostile toward the local black culture will not succeed in stimulating greater learning merely by the use of methodological innovations unaccompanied by a change in the general orientation of the school.

C. Attention should be given to African and Afro-American history and culture in all schools, regardless of ethnic composition. Anglo-American young people grow up in a "never-never" land of mythology as regards the Negro and it is crucial for our society's future that anti-Negro myths be exposed and eliminated. We must bear in mind that the "white problem in America", the tendency of Anglo-Americans for three centuries to exploit and denigrate non-whites, is probably still the major hurdle blocking the advancement of the black population. White young people, growing up in a mythic world of prejudice against Negroes and knowing nothing of black contributions, may well, as adults, frustrate many of the goals of educational programs directly involving Afro-Americans.

The multi-cultural reality of American life and history should be a part of every school's curriculum.

D. In many urban settings it may be that the creation of "Community Education Centers" in place of age-segregated secondary, continuation, and adult schools will contribute to the solution of a number of problems. Many urban centers lack sufficient facilities for "adult education", have essentially unsatisfactory "continuation schools" for their most difficult students, and experience serious discipline and motivation problems in the ordinary secondary schools.

For the above reasons, it is herein suggested that urban secondary schools be transformed into multi-purpose "educational centers" for the total community which they serve, after the pattern of the junior college. To eliminate the segregated "teenage" and "adult" schools, to add to the total educational resources of a community, and to improve school-community relations, the following specific changes in secondary schools are suggested:

1. Open up all classes in the regular day program to any student, regardless of age, who might benefit from the class.

2. Open up all evening "adult" classes to any student, regardless of age, and develop evening programs where none exist.

3. Combine the regular day and evening programs, along with new late afternoon and Saturday classes, into a continuous day program.

4. Provide a nursery and a pre-school so that mothers of small children may enroll for classes.

5. Provide a social lounge and center, perhaps in a partially used basement area, to be decorated by the students and kept open until 10:00 p.m.

6. Provide areas, if space is available, for sewing centers, et cetera, for adults as well as youth.

7. Utilize teenage students as much as possible in working with the nursery, pre-school, and other projects, so as to provide opportunities for the development of self-confidence and other desirable qualities.

8. Abolish all age-grading systems, so that each class consists of students capable of doing the work regardless of age.

9. Allow older teenagers to carry a partial load and still remain involved in the school's program.

10. Encourage work-experience programs.

11. Encourage the teachers, parents, adult and "regular" students to elect an advisory board to develop school policy, innovations, and enrichment experiences.

12. Alter the curriculum and orientation of the school so as to make it fully relevant to the language, culture, and desires of the community served.

13. Conduct a series of intensive community-teacher workshops to develop a full awareness of the contributions which both groups can make, and of the character and social dynamics of the local community.

Accompanying the opening up of classes to all and their extension into the evening hours and to weekends should also be the following:

1. The development of an adequate bookstore in each school, making available a significant proportion of current educational paperbound books and periodicals;

2. Allowing instructors to offer at least one seminar-type course each semester, perhaps on a topic of their choice, but with the approval of their faculty colleagues and based upon community relevance.

3. Allowing instructors to establish their own class schedules, using the extended day period and Saturday if so desired, subject primarily to the approval of their faculty colleagues;

4. Encouraging faculty to keep abreast of new knowledge in their fields by providing scholarships which would enable teachers to take additional subject-matter course work or pursue research-literature review interests during the non-teaching months.

In summary, it seems a shame indeed that in many urban areas where non-scholastics are in obvious need of the opportunity for additional secondary-level schooling, that the only schools in their areas or neighborhoods capable of meeting these needs arbitrarily restrict themselves to certain kinds of potential students or segregate by age-groups and thereby diminish the educational opportunities of all concerned.

The physical facilities and most of the personnel needed for community education centers are already available. All that is needed now is a willingness to experiment and innovate.